REPORT RESUMES

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THE ROLE OF TEACHERS' ORGANIZATIONS IN EDUCATIONAL PLANNING.
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TO PROMOTE INTERNATIONAL EDUCATIONAL PLANNING--AIMED AT ECONOMIC GROWTH, SOCIAL DEVELOPMENT, POLITICAL STABILITY, ENHANCEMENT OF THE NATIONAL CULTURAL HERITAGE, AND DEVELOPMENT OF INDIVIDUAL POTENTIAL--FISCAL, DEMOGRAPHIC, AND PEDAGOGICAL DATA WERE SECURED BY MEANS OF A QUESTIONNAIRE TO 33 TEACHERS' ORGANIZATIONS REPRESENTING 29 COUNTRIES (EXCLUDING LATIN AMERICA). REPORTS WERE SUBMITTED IN RESPONSE TO THE FOLLOWING QUESTION--WHAT ARE THE ORGANIZATION'S VIEWS AS TO THE BASIC FRAMEWORK OF EDUCATIONAL PLANNING. WHO SHOULD DETERMINE THE UNDERLYING SOCIAL PHILOSOPHY. HOW MUCH SHOULD BE SPENT ON EDUCATION. WHAT IS THE SCOPE OF THE PLANNING, DOES IT INCLUDE ALL LEVELS AND TYPES OF EDUCATION. IF NOT NOW IN EFFECT, HOW COULD THE PATTERN BE IMPLEMENTED. WHAT ARE YOUR COUNTRY'S PRACTICES WITH RESPECT TO THE SIX STAGES OF EDUCATIONAL PLANNING--(1) ESTABLISHING AIMS, POLICIES, AND PRIORITIES, (2) ASSESSING THE EXISTING SITUATION, (3) SETTING FUTURE TARGETS CONSISTENT WITH NATIONAL NEEDS, (4) TESTING THE FEASIBILITY OF THESE TARGETS, (5) PUTTING THE PLAN INTO EFFECT, AND (6) EVALUATING THE PLAN AND ITS IMPLEMENTATION. LASTLY, WHAT HAS YOUR ORGANIZATION LEARNED FROM ITS INVOLVEMENT IN EDUCATIONAL PLANNING THAT COULD BENEFIT COLLEAGUES IN OTHER COUNTRIES. BRIEF (UP TO FOUR-PAGE) REPORTS FROM THE 33 TEACHERS' ORGANIZATIONS IN THE 29 COUNTRIES ON THESE QUESTIONS ARE GIVEN. (AW)

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SP000 972

The Role of Teachers' Organizations in Educational Planning

WCOTP THEME STUDY 1966

NATIONAL REPORTS

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1966 THEME INQUIRY

THE ROLE OF TEACHERS' ORGANIZATIONS IN EDUCATIONAL PLANNING

Introduction

In general terms, educational planning serves four basic purposes, with varying emphasis:

1. To ensure that the educational system provides for the best economic growth of the country by supplying trained manpower
2. To promote social development and political stability
3. To safeguard and enhance the national cultural heritage
4. To help each individual to develop his own personal abilities to the full.

Whatever its particular focus, planning must take account of the realities of each national situation as well as of theoretical considerations. Planning must be based, as far as possible, on objective statistics--fiscal, demographic, pedagogic--rather than on subjective assessments.

Furthermore, planning must take into account not only the economic factors (buildings, teachers, etc.), but equally the curriculum and the social programme of the school. The planners must bear in mind constantly the desires and needs of the people whose lives will be affected by their plans.

These general observations will be interpreted in many different ways, depending on the political, social and cultural patterns of each country. In like manner, teachers' organizations will see educational planning from a perspective different from that of other groups--economists, sociologists, administrators, for example.

A

1. In general terms, what are the views of your national teachers' organizations as to the basic framework of educational planning?

(a) Who should determine the social philosophy on the basis of which educational planning should be carried out? Who should determine how much of the national income and budget should be spent on education?

(b) What should be the scope of educational planning? Should all levels and types of education, public and private, in-school and out-of-school, be embraced in a single plan?

(c) Who should be responsible for educational planning? Should plans be drawn up as a part of government policy or set out by an independent agency?

2. Does the pattern you have outlined above exist now in your country or does your organization consider that changes are needed? If the latter, please describe these desired changes.

B

Experts generally agree that effective planning must be a continuous process involving each of the six stages set out below.

How is planning carried out in your country at each of these stages? In each case, how are the teachers' organizations involved? What is the attitude of the authorities to the current involvement and to an extension of your participation in the future?

Stage 1. Establishing and Clarifying Major Educational Aims, Policies and Priorities--for example, to universal primary education; diversification of secondary and higher education, teacher training, adult education and general literacy, technical training, etc., and the relative emphasis that will be given each of these in the plan period under consideration.

Stage 2. Assessing the Existing Education Situation and Performance in Relation to These Aims, Priorities and Policies--for example, examining the present educational "pyramid" (relationship between numbers in primary, secondary, and higher education), teacher supply, student entry and drop-outs; relation of curriculum to students' needs; educational research; the best use of teaching personnel and of new techniques in education.

Stage 3. Setting Future Educational Targets Consistent With National Needs, taking into account population trends, manpower requirements for economic and social development, and the financial resources available.

Stage 4. Testing the Feasibility of These Targets against the likely availability of finances, teachers, capital facilities and administrative capabilities; then adjusting the targets, if necessary, to fit the existing conditions.

Stage 5. Putting the Plan Into Effect--getting it approved by the necessary authorities, appropriating funds, designing projects and programmes and carrying them out.

Stage 6. Evaluating the Plan and Its Implementation and revising it in light of experience.

C

What is your organization's evaluation of its experience in educational planning?

(a) How effective do you consider this involvement?

(b) What lessons have you learned for your own future work in this field?

(c) What comments do you have for the benefit of your colleagues in other countries?

England & Wales

NATIONAL UNION OF TEACHERS
B-3, English

Determination of the philosophy of education

One of the bases of the British 1944 Education Act, which laid the foundation of the contemporary system of schooling, is the doctrine of parental choice. The views of parents on choice of school are therefore regarded as important.

In more recent years, another similar idea has become accepted, viz., that the education service should mirror the current social philosophy of the parents, that is, of society. The determination of the community's philosophy of education is, then, the joint responsibility of the State, the profession and the public. The State participates in this process in Britain through the manifestos of the competing political parties, by Parliamentary conflict and by the work of Advisory Committees and Commissions of various kinds (in recent years, for example, the Crowther, Newsom, Robbins and Plowden Committees), whose reports consider in depth both the philosophy of a particular aspect of education and the practical implementation of that philosophy.

The profession participates by pressure on the Government and the parties, by submitting evidence to the various committees and, in the case of all continuing committees, by appointing representatives to them. The teachers' unions also try to mould public thinking on education through direct publicity and via such organizations as the Campaign for Educational Advance and parent-teacher associations.

Other voluntary agencies exist to influence the thinking of parents on education, notably among them the education committees of the churches, the trade union movement and the Confederation for the Advancement of State Education.

The social philosophy behind educational change and proposals for change emerges from the clashes of opinion within and between these bodies.

The scope of planning

The direction of educational planning in Britain is a complex problem. British educational administration contains many divisions: between a public and private sector; between autonomous public institutions like the universities and publicly controlled schools and colleges; between institutions managed by the central Government, like the service academies, and others directed by local education authorities, such as state schools and local technical colleges; between such institutions administered directly by the State and others administered indirectly through voluntary bodies such as the grant-aided church schools and colleges; between those administered by the Department of Education and Science and those, such as approved schools and remand homes, administered through the Home Office, and others such as service schools and academies administered through the Ministry of Defense.

Similarly, examinations are administered through a complex machinery. The universities set their own examinations, and, alone or in groups, set certain of the secondary school examinations taken in private schools, grammar and comprehensive schools, service academies, etc. The Schools Council, a central agency involving all the partners in the education service, exercises general supervision over these examinations and administers through regional boards the Certificate of Secondary Education, which is intended for most school children who reach the age of 16. The Council for National Academic Awards sets certain of the examinations for technical colleges and acts as a degree-giving body. Other examinations are set by the City and Guilds of London Institute and the Royal Society of Arts.

The need is now generally accepted for some form of plan that will embrace the development of all institutions and examination systems, whilst at the same time there is strong attachment to the principle of local autonomy. Similarly there is some belief in the need for an unplanned sector, i.e., for private education. Although this belief is not so strong today as it once was, and although the Government is establishing a commission to consider the relationship of private secondary schools to the State system, some measure of private education, particularly at primary level, is likely to continue for some time. The demand for forms of central direction in both local and private education is, however, growing.

Whose responsibility?

The ultimate responsibility for overall planning, particularly in questions of finance, must lie with the Department of Education and Science. However, in both the flow of ideas to the Department and in the flow of decisions from it, a considerable number of agencies act as intermediaries between the Government and the individual school, child or teacher. Advice to the Department comes, for instance, from the Association of Education Committees, the teaching profession, the Association of University Teachers, the Committee of University Vice-Chancellors and Principals, the Association of Teachers in Colleges and Departments of Education, and from a host of advisory committees such as the National Advisory Council on the Training and Supply of Teachers, the Standing Advisory Committee on Student Awards, the National Advisory Council on Education for Industry and Commerce, the Central Advisory Council for Education and the National Advisory Council on Art Education.

Although ultimate decisions are taken by the central Department of Education and Science, most details of implementation are the responsibility of the local education authorities, to whom the Government can issue guidance. Again, certain areas of decision are delegated to "buffer" agencies. Teachers' pay, for example, is negotiated by the Burnham Committee, which is representative of teachers, authorities and the Department. Financial aid to universities, though provided by the Government, is undertaken by the University Grants Committee. Examinations, as explained above, are removed from Government supervision. Thus, though any plan for the development of education must be the responsibility of the Department of Education and Science, it must lie within the budgetary allocation to education provided by the Treasury, advised by the National Economic Development Council, and if it is to be successful, must be assured of the cooperation of a vast number of agencies and of the public generally.

Desired changes

Broadly speaking, the profession is satisfied with the administrative structure outlined above, but with two important reservations. First, it believes the bona fide representatives of teachers should be consulted and take part in all major educational planning decisions. Secondly, it believes that through unity within the profession it could be wholly responsible for certain important planning decisions, e.g., conditions of entry to the profession, internal discipline and withdrawal of the right to teach.

The planning process

Stage 1. Establishing major aims and priorities

Decisions on the outline plan for education are taken by the Department of Education and Science. The first National Plan for Britain was published in the autumn of 1965. In it, for the first time, the Government set out publicly its intentions for the future growth of the education service. Though fashioned by the Government, the Plan has taken into account the views of the public and of the education service as expressed publicly and in evidence and deputations from bodies such as the National Union of Teachers, and in the reports of advisory councils and committees. The NUT is involved in this process. Its major instruments are:

(a) Campaigns directed at the public, recent examples being on oversize classes, the use of unqualified teachers and the financing of education;
(b) Formal deputations to and informal consultation with the Department of Education and Science;
(c) Representation on the Advisory Councils, etc.; and
(d) Written and oral evidence to various committees.

In addition, a number of Union members are Members of Parliament and are able to raise issues in the House of Commons on the Union's behalf when, for instance, the plans of the Government are debated.

Stage 2. Assessing the existing education situation and performance in relation to above-determined aims

Educational research, as such, is carried out within the Department of Education and Science, within university departments of education and by a series of private research bodies such as the National Foundation for Educational Research, the Unit for Statistical Studies on Higher Education, the Careers Research and Advisory Centre, the Nuffield Foundation and the Research Unit into Problems of Industrial Retraining, but much of this is done under the aegis of the Schools Council on which the Union is represented. Some research work is also done by the Union itself, e.g., it produced a very successful report on the state of our schools. In addition, the Union keeps under constant review the performance of the administration as revealed in official reports such as the "Statistics of Education" and the "Annual Education Report of the Department of Education and Science."

Stage 3. Setting targets consistent with national needs

The fixing of targets, bearing in mind population trends, manpower requirements and the availability of personnel and equipment, and the means of achieving the targets, are determined by the various advisory councils and committees mentioned above, on which the Union normally has representation. Final acceptance of the recommendations lies with the Department.

Stage 4. Testing targets against available finance

This is now the responsibility of the Department and of the Treasury in association with the National Economic Development Council. The NUT has no direct means of access to the National Economic Development Council. This is undoubtedly the area of planning where currently the position of the NUT is least satisfactory.

Stage 5. Putting the plan into effect

This is achieved by requests from the Government to local authorities and college and university authorities. The necessary finance is raised from central taxation and local rating. The ability of the local teachers' organization to influence the local implementation of the Plan varies from place to place. Teachers are represented on nearly all local education committees, and in many places, though not in all, teachers' organizations are consulted in the formative stages of producing reorganization schemes.

Stage 6. Evaluation of the Plan

On an official level this is carried out by the flow of information from the localities and colleges to the Department. The NUT maintains a close watch on the degree of success being achieved, and draws the attention of the Department, local authorities, Parliament and the general public to any deficiencies.

The NUT's evaluation of its experience

In Britain, planning techniques are probably more advanced in education than in any other civil field, and the description we have given points to a high degree of involvement by the Union. However, Britain has probably been slower than other comparable nations in introducing overall economic planning, and 1965, with the publication of a National Plan, may have repercussions which at the moment are difficult to assess. By giving a detailed analysis of the place of education in the total context of national resources, the Plan is bound to affect the work of the planning agencies in the education service. At the moment, as a non-Trades Union Congress union, the NUT has no access to the National Economic Development Council. The necessity or otherwise of such access will not become finally apparent until we see how the service develops in the future.

The Union is constantly reviewing its position at the level of local planning. Here the creation of Regional Planning Boards will affect our future work.

From our experience the following lessons could be drawn:

(a) Since ultimate planning decisions are taken by the Government apparatus, the point at which teachers' unions can make the biggest impact is in advice and submission to ministries.

(b) If the channels for such advice can be institutionalized via, for instance, advisory councils and salary negotiating machinery, the effectiveness is increased.

(c) Where Union advice is ignored by the Government, influence in Parliament and with the general public becomes essential.

(d) In influencing people the Union may be able to win friends amongst other bodies, such as parent organizations, church education committees, associations of local authorities and the press, and so achieve maximum impact.

(e) Although the Union should be mainly concerned with educational progress and objectives, it should be equipped (should the need arise) to justify its demands in the total national economic context.

(f) The Union can challenge the case of the Government and authorities only if it, too, has a store of evidence and information comparable to that of the Government and authorities. The Union itself must engage in some educational research and collection of information.

THE EDUCATIONAL INSTITUTE OF SCOTLAND

B-4, English

A

In Scotland the ultimate responsibility for educational planning rests on the Secretary of State for Scotland. The amount of the national income and budget to be spent on education are matters for the Government of the United Kingdom. It is reasonable to expect that the Secretary of State, through the Scottish Education Department, will consult fully the teaching profession regarding the planning and will be prepared to fight his case against any possible Treasury restrictions at Government level.

Ideally it would be a splendid thing for all levels and types of education to be embraced in a single plan, but the difficulties are so obvious that it is practically impossible for this to be done. Educational plans should be drawn up as part of Governmental policy in consultation with the teaching profession and this is in fact carried out to some extent. It is hoped that with the establishment of the new Teaching Council this policy may be extended.

The main source of dissatisfaction at present is the stranglehold which the Treasury exerts by financial restrictions. It is difficult to see a solution to this particular problem, but on the general question of consultation with the profession very great progress has been and is being made in recent years.

B

(1) Planning in general is carried out through the Scottish Education Department, which has set up many working parties in different fields. In these working parties the teachers' organizations play a very full part and the authorities, both local and national, co-operate in this work. A recent example of this kind of work is to be seen in a review of the whole curriculum in primary education which has resulted in the publication of a very full report for the guidance of schools.

(2) No problem exists so far as numbers proceeding from primary to secondary education are concerned. Ever-increasing provision for higher education is being made and our own organization has played a prominent part in, for example, the successful campaign for the establishment of a new university and increased accommodation in the existing universities. The curriculum both in primary and secondary schools has been the subject of working parties on the basis mentioned above, and the Scottish Council for Research in Education is expanding its activities considerably with the aid of increased Governmental financial help and also grants from the Educational Institute of Scotland.

(3) Emphasis in recent years has been laid on making full use of the abilities of all pupils. The greatly increased numbers in the last two years of the secondary courses, which have increased nearly threefold in the last 15 years, are indicative of what is being done here. There is still lack of clear definition of

targets, e.g., total numbers of teachers required in particular categories, but even in such a matter as this the Committee set up by the Scottish Education Department on the Supply of Teachers can provide ready help. Enquiries are currently proceeding, e.g., into the provision of places in medical faculties and while some of these enquiries are not likely to lead to immediate conclusions, much is being done to meet the problems.

(4) This stage is perhaps the most important of all. Present indications are that the school-leaving age, at present 15, will be raised to 16 in 1970. Any planning of courses and curricula to meet this situation must depend on an adequate supply of suitably trained teachers. As 1970 looms closer, there will be a very serious consideration of how the targets must be adjusted to fit the existing conditions. This is not a simple matter and will have to be solved jointly by the Government authorities and the profession.

(5) Putting the general plan into effect will not depend on getting it approved by the authorities, since they will be parties to it; or the provision of funds which will be generally a Government responsibility; however, carrying out the programme will depend ultimately on the supply of teachers. The difficulties in this area have been mentioned in the foregoing section.

(6) Evaluation of any plan is a long-term matter. It is more important that revision should be made, when required, in the light of experience, e.g., whether in Scotland too many training places are being made available for one particular category and insufficient attractions offered in another.

C

Over many years the Educational Institute of Scotland has had first-hand experience of involvement in educational planning. The consultation of the Institute by the Scottish Education Department has been much more marked in the last 20 years. It is considered that this participation has been highly effective both in avoiding pitfalls and making constructive suggestions. It has in fact become the established procedure to consult the Institute on all questions of educational planning, and the established policies of the Institute play a large part in the ultimate results.

Lessons which have been learned are many. One is that it is advisable, when any new development is proposed or thought of, to be ready with some considered proposals made by our own body, rather than to await official Departmental proposals and then to try to amend them. Also, when any working parties or committees are proposed, it has been found expedient to be prepared instantly to nominate possible representatives. Representatives are nominated in greater numbers than may be asked for, so that any possible vacancies may be taken up.

Once the principle of consultation and co-operation has been established, every effort must be made to secure its continuation. If any occasion arises where the profession feels that it has not been adequately consulted, immediate protest must be made before it is too late and the result is a fait accompli.

THE CHINA EDUCATION SOCIETY

B-5, English

A

The China Education Society deems it the responsibility of the educational philosophers, the social and economic philosophers, the Educational and Economic leaders in the People's General Assembly (the Congress) and the Legislative Yuan (the Senate), together with the Ministers of Education, of Economic Affairs and of Finance to determine the framework for educational planning. It is the responsibility of the spokesmen or the people's representatives in the national and the provincial assembly and in the town hall or county council to determine, with the advice of the educational leaders, the amount of national income and budget that should be spent on education.

Education, as an integral programme for developing the nation's manpower resources, should be planned on an overall scale. All levels and types of education, in-school or out-of-school, for the young or for the adult, from illiteracy to advanced research, may gear into the mechanism.

Education, as a support of the nation's manpower resources, should be planned by the educators, the economic leaders and the social thinkers whose far-sighted view may enable them to look into the future needs of the country and who have a broad view that may enable the nation to keep pace with, if not overtake, other members in the family of nations. The educational plan should be drawn up as a part of Government policy. By its very nature, Government policy is much more forceful than a plan set out by an independent agency. The latter, even if it were completely successful, could be carried out on an experimental basis only, and never with nationwide implementation.

The China Education Society considers the above means of educational planning ideal. We have just completed a Long Range Educational Plan for 1964-1982, which was drawn up by educational administrators in the Ministry of Education, based on the Stanford Research Institute Report of October 1962, on the report of the Manpower Survey by the Industrial Manpower Team of 1962 and on statistical data compiled by the Council for International Co-operation and Economic Development on educational and economic matters. In this plan the education administrators took the whole responsibility of the planning. Although they used outside data as a base, they did not solicit the opinions of the educational and the social thinkers, whose ideals, the Society believes, should be the backbone of the plan.

B

In the Republic of China, educational planning was carried out in the following steps:

1. In 1961 a National Education Conference was convened. Experts on various aspects of education were called to the Conference, in which major educational

policies and priorities were clarified and established, and the general aims of education as provided in the Constitution of the Republic of China were reaffirmed.

2. A team from the Stanford Research Institute was invited to China in 1962 to make a survey of existing educational performance and economic development. The team submitted a report to the Chinese Government which included the need for educational planning to match the economic development of the Republic of China. The report, entitled Education and Development, incorporated various areas in education and their needs in the foreseeable future.

3. Almost simultaneously with the Stanford Survey, the Ministry of Economic Affairs created an Industrial Manpower Team to undertake a manpower survey of the country. The economic survey included population trends, manpower requirements for economic and social development, and available financial resources. This led to a recognition of the curriculum as an instrument for guided change, with a view to the manpower demands and manpower supply for the expanding economy, especially the trained manpower output needed for the various levels of the school system and the over-all manpower requirements. The education plan set its target to meet these needs and requirements.

4. Experimental projects have been carried out to test the feasibility of the targets set forth. The first project is to levy education taxes, which has been supported favourably. The second project is to enrol college graduates who are interested in teaching in a short course of professional training. These would add to the graduates from the 12 teacher training institutions, one of which is a four-year college and the other 11 of which are junior colleges. Workshops and seminars for in-service training in subject teaching and school administration have been sponsored by the Government.

5. The emphasis on further education for children who have completed six years of elementary education has now won universal support and has met with the approval of the authorities. This emphasis is known as "The Project of Educational Opportunities for Those Who Wish To Prolong Their Schooling after Six Years of Elementary Education." It has completed the draft stage and is now being considered for implementation. Another project, which lays emphasis on vocational education and has been adopted by the Government, is known as "The Five-Year Junior Vocational College Project." Matching this project there is the minor project of "Popularization of Trade-Skill Training Classes" and the "Project of Extension Evening Colleges." These have also been put into practice in steps.

6. It is too early to evaluate the plan, however, for the major part of it has not yet been put into effect.

The China Education Society feels that neither the Society nor the teaching profession as a whole was sufficiently involved in working out the details of the present educational plan. Nevertheless, the working committee of the Board of Educational Planning looks to this Society for opinions and professional techniques. The China Education Society recognizes from its experience that much still must be done to ensure the proper execution of the education plan. In the years to come the Society must observe the progress of the execution of the plan, evaluate this progress, listen to the comments and critics of the educators, take note of the responses of the general public, and, above all, look into the effect of the plan on economic development. With these ideas in mind, the Society will be in a position to revise the present plan and to take responsible part in working out the educational planning in advance of 1982, when the present plan terminates.

The China Education Society believes that the world progresses only when every part of it makes progress. For instance, the fact that illiteracy has almost been eliminated in China contributes much to the world's campaign of eradication of illiteracy. We believe that educational planning is done not by the educational workers alone, though they should be the backbone of the work, but that educational planning should be the co-operative work of educational workers, social philosophers and economic planners. This may serve as a reference when similar work is to be carried out by our colleagues. Moreover, there are opportunities for fellow educational workers in other countries to assist our educational planning with their techniques and experiences.

Norway

NORGES LAERERLAG

B-6, English

A

Norges Laererlag (The Norwegian Association of Teachers) is of the opinion that the social philosophy on the basis of which educational planning is to be built should be determined by a team of experts appointed by Parliament or by the Government, and by teachers and association representatives appointed by the teachers' associations. Parliament should determine how much of the national income and budget should be spent on education.

The scope of educational planning should be to create an education which can satisfy the requirements of society. We do not find it necessary or desirable that all levels and types of education be embraced in one single plan.

The governmental offices, with consultation from experts and representatives of the teachers' associations, should be responsible for educational planning. The plans should be co-operatively put into effect by those involved in their preparation.

The pattern described above exists in our country to a certain extent. Governmental and parliamentry proposals are sent to the teachers' associations for observation and comment. The reactions of the teachers' associations accompany the documents when they are presented for decision in Parliament.

B

Planning in our country is carried out as indicated in paragraph three above. The attitude of the authorities is, we hope, to continue the present co-operation between State officials and the teachers' associations concerning future planning and participation.

The teachers' associations (for teachers in the primary and secondary schools) are involved in planning concerned with universal primary education and teacher training, and with the relative emphasis that will be given each of these in the plan period under consideration. In every stage mentioned in the WCOTP questionnaire, the teachers' associations may bring forward their recommendations if desired. Especially as regards Stages 5 and 6, we believe that it is of great value that teachers' experience, possibly concentrated in their association, contribute to the best possible results.

C

We consider that the involvement of teachers' associations is appreciated by the authorities and that teachers' views, based upon experience, are taken into consideration. We believe it may be valuable to train delegates and other members for working in this field. It would also be valuable for the associations and for their members if standing committees were organized to engage in educational planning and pedagogical questions.

Australia

AUSTRALIAN TEACHERS' FEDERATION

B-7, English

Introduction

For the purpose of this report it is necessary to outline very briefly the system of government in Australia as it is related to education. Australia is a federation of six states, each of which has its own Parliament and there is also a Federal Parliament which is elected on a population and not a state basis. Federal and state governments have clearly defined powers. The power of collecting revenue lies with the Federal Government which disburses a proportion to the states for their administration. The amount of finance available to the states varies from year to year and the states cannot prepare their own detailed budgets until the amount available is known. This naturally makes long-term planning difficult. Education, on the other hand, is controlled by the states, which have widely differing systems of education at all levels. Thus the role of the teachers' organizations varies also in some respects, both because of the differences in the system of education and because of the differing relationships between the official administration and the organization in each state. The comments in this paper have been collated from the comments of the teachers' organizations in each state and present a fairly general view of the position in Australia. Throughout, "Education Department" refers to the official administration.

The Basic Framework of Educational Planning

The social philosophy on the basis of which the educational planning should be carried out should be determined democratically so that all sections of the community are afforded every facility and encouragement to express their views on the educational needs of the community. The aims and beliefs of the community, the history of the country, its cultural, social and economic development should be considered, and changing conditions and beliefs should be reflected in a change of attitude toward education. Students of education, administrators, practicing teachers, teachers' organizations, parents' associations, trade unions, women's organizations and other sections of the community can help in fostering the belief that education means both material and intellectual progress in a country.

The amount of national income to be spent on education lies to a large extent within the province of the Government, as it will depend on the finance available for all aspects of public expenditure. However, the main criterion should be the needs of education, and every effort should be made to relate the amount spent to these needs--the number of teachers and the facilities required for effective education should provide the basis of estimates of expenditure. There should be stability in the amounts granted each year so that long-range planning is possible. Too often the administration does not know until the budget is passed how much they have to spend in the financial year, and hurried and piecemeal planning results. Thus the supply of money governs educational planning to a disproportionate extent. Public awareness of the importance of education will result in public pressure to increase the allocation of finance; this is a field in which teachers' organizations can play their part in educating the public.

All levels and types of public education from kindergarten to university should be embraced in a single plan to ensure balanced development. Some out-of-school activities and vocational guidance would need to be included. It would be difficult in this country to include private schools since they are opposed to any form of Government control, but teachers from these schools should be given the opportunity to benefit from experimentation and to give their views on aims and practice, since the wider the cross-section of views obtained, the more satisfactory the planning will be.

Although the responsibility for ensuring that planning is carried out should rest with the Government, the actual planning, especially regarding the application of teaching skill and the establishment of educational standards, should be undertaken by an independent authority consisting of a body of experts, so that educational policy is based on sound educational practice and is separated from party politics and cannot be used as a means of political propaganda.

The pattern set out above does not exist in its entirety in any of the Australian states. Planning is largely in the hands of the Education Departments and is controlled to some extent by Government policy. There is need for teachers to be given a greater voice in educational planning and administration. At present there is, in most states, no obligation on the part of the Department to consult teachers' organizations before planning new developments, although teachers are represented on some official committees and statutory bodies and they also submit views on a variety of matters--in cases involving major issues, campaigning most vigorously in support of their policy.

Many changes are necessary. It is felt that education could be more effectively controlled by an education commission, representative of Government, administration and teachers, so that all sections may contribute to educational planning.

The Federal Government makes special grants available to the states to stimulate particular sections of education, mainly at the tertiary level. It is essential that a total examination of primary, secondary and tertiary education be made so that one area is not developed at the expense of, or without consideration of, its connexions with another area.

Policy is often determined by the Education Departments in isolation. Broader consultation with the whole community is necessary if over-emphasis of the needs of one particular section is to be avoided.

Policy changes particularly in types of education, curriculum and examination systems should not be made without prior consultation with the teaching body which will have to carry out these policies.

The broadening of educational aims to include provision for all types of children is essential. Too often secondary education is geared to cater to the small percentage who will attend the university, and success of education is measured by material gains. The development of personality is often neglected, as is education in technical, cultural and agricultural fields. These are regarded as luxuries or as a means of filling in time for the academically less gifted.

Stages in Educational Planning

A number of select committees have been set up at both federal and state level to determine these matters. Among these are the Murray Committee on University Education which established goals for university development throughout Australia, and the Martin Committee on Tertiary Education other than University. Among the findings of the latter was that between 1964 and 1971 17,000 additional places would be needed in teachers' colleges to meet the growing needs of education. It also advocated colleges of advanced education to cater for non-university tertiary education such as teacher training, technical training, art and musical education.

In 1963 the Australian Education Council, consisting of the Ministers for Education in the various Australian states, issued a statement setting out the most urgent needs of education to maintain present standards and to effect necessary improvements. To meet these minimum needs they showed that an additional £A45 million ($A90 million) a year must be spent on education.

In most states there have been enquiries into some aspects of secondary education at which time some teachers' organizations have been represented or their views sought. A serious omission, however, is the lack of comprehensive enquiry into the needs of primary and secondary education on a national basis.

This lack of planning at this level is paralleled by the fact that any assessment of the existing situation has also been done purely on a local basis and in a piecemeal fashion by the State Education Departments either directly or by statutory bodies set up for the purpose. Most states have a Research Branch as part of the official establishment. Where there are statutory bodies, teachers' organizations may be represented, but rarely play a major role. There are sometimes committees set up by the Departments and the local teachers' organization to undertake a specific task, either in planning or assessment.

Among the most pressing needs for the future is an enquiry into primary and secondary education to cater for the changing social climate which sees the education of all types of child as equally important, rather than the old idea of secondary education being reserved for the academically gifted. A growing concern for the lack of attention given to the non-potential university graduate is combined with greater public demand for education to later age and the demand for more highly qualified employees in this technological age. The teachers' organizations are consistently asking for a greater share in planning, and publicizing by all means possible their thoughts on education.

The budget sets out each year the estimated amount to be spent in the forthcoming year. The amount to be spent, rather than the needs of the system, governs the plans for the number of teachers, the amount of building and the introduction of new ideas. Educational progress is thus severely limited by restricted budgets. This means that on many occasions many desirable reforms are announced or new systems implemented without there being really adequate financial provision for them. A new method may be tried out on a limited scale and if it proves successful great difficulty is found in providing for its widespread adoption. The decision to go ahead with a plan rests with the Minister for Education who is influenced by advice from his departmental officers together with a consideration of the amount of money available. On occasions Ministers may yield to political pressure to put into effect a plan which has caught the public attention without its being properly tested first or without there being certainty that finance is available for its proper implementation.

Most of the evaluation is done by the Education Departments mainly through superintendents who may be responsible for a particular subject or for a group of schools in a district. Teachers' organizations often carry out their own evaluation by reference to their members and contribute much valid criticism both by pointing out weaknesses and suggesting remedies. Once again, lack of finance often precludes any worthwhile revision.

Evaluation of the Role of Teachers' Organizations

The degree to which teachers' organizations are involved and thus the evaluation of our experience varies a great deal from state to state and from time to time. On occasions the influence is strong and opinions are held in respect. Ideas first brought to light in teachers' organizations find their way into state planning, and teachers' representatives on permanent planning and advisory bodies play a most notable part in the development of education. However, this involvement depends on the personalities concerned both in the Department and in the teachers' organizations, and there are other occasions when teachers are not consulted on major changes or their views are disregarded. Political ends, the pressure of other Government departments for greater consideration of their needs, dominance of the university over secondary education, and administrative procedures tend to militate against effective involvement.

In many states teachers' organizations feel that control of education should be transferred to an education commission free from political bias, on which teachers' organizations would have direct representation. In particular the training of teachers should not be in the hands of the employing authority, as this tends to maintain the status quo in ideas and methods rather than allowing for continued growth. Constant vigilance and pressure are needed to ensure major educational progress, and both people and Parliament need to be convinced of the necessity for greater expenditure on education.

The following are some of the points which have arisen from this study:

1. A strong teacher organization of which most eligible persons are members is vital to the well-being of teachers and to the progress of education.

2. The organization should not allow itself to be discouraged by the inevitable frustration it will meet. It should concentrate on establishing satisfactory working conditions and salary for its members. At the same time it should not neglect its work in the educational field.

3. The organization should establish and maintain good relations with the educational administration so that as close a liaison as possible between the two bodies is developed, both for their mutual advantage and for the advantage of education in the country.

4. Public awareness of the ever-extending needs of education is essential if Governments are to appreciate the need to make the necessary funds available. Publicity of all kinds, deputations, petitions to Parliament, meetings, local and state conferences and national congresses are among the means used to awaken public realization of the vital importance of education to the whole community.

5. There is a need for the organization to formulate specific policies on all aspects of education, this policy to be based on sound educational practice and detailed research. It must keep up to date with experiments and thoughts in other countries to help in formulating its own ideas. It is no use demanding a voice in planning without having ideas to contribute.

6. The weight which will be given to an organization's views depend to a large extent on the status in the community of the organization and its individual members. Development of a sound professional outlook, based on a code of ethics and on an insistence on members being highly qualified, and on conditions of service and facilities being of a high standard will serve to give the organization a standing in the community and in the eyes of the administration which will make its views sought after and given consideration. Teachers will obtain for themselves and their views the respect which they show themselves worthy to command.

ALL INDIA FEDERATION OF EDUCATIONAL ASSOCIATIONS
B-8, English

Educational planning an integral part of national planning

Every five years since 1951 India has launched five-year national plans embracing all aspects of her development including agriculture, industry, minerals, power, transport and communications, irrigation, social services and education.

Machinery of planning

The fundamental basis of planning in India is democratic, that is to say, plans are prepared from the lowest level--from groups of villages, districts, regions and states. In this process the entire community is involved, including administration and government. Planning is also closely related to general administration; therefore its recommendations can be translated into action quickly. It is also kept flexible and changes are made from time to time according to the needs of the situation.

a. At the Grass Roots: People in the villages and the towns indicate their needs and also the resources that they themselves would be able to raise. An institutional framework for the purpose has now been provided through the establishment of Panchayats, Block Samities and Zila Parishads. With the help of the officers of the various departments, people can now say what they want, how funds can be found through their own resources and how much assistance would be necessary from the state government.

b. In the Ministries and States: Each state has a planning department which prepares the full plan for all aspects of development, including education. There is also a co-ordinating committee at the political as well as official level which makes final decisions in regard to the plan as a whole. The states indicate the financial resources they would themselves put into the plan and the amount of assistance they would expect from the centre.

c. At the Centre: A Planning Commission assesses material, capital and human resources of the nation and determines how they can be developed for national requirements. For this purpose it draws up five-year plans and indicates the phases in which they are to be implemented. It reviews problems from time to time and recommends adjustment of policy. The Prime Minister of India is the Chairman of this Commission. There is also the Ministry of Planning which is answerable to the Parliament for everything concerning the Planning Commission.

The plans prepared by the Commission are submitted to the National Development Council which consists of the Prime Minister as the Chairman, State Chief Ministers and members of the Planning Commission. After the plan has been approved by this Council, it is put up to the National Parliament. The state plans, before they are finally accepted, must be approved by the state legislatures.

The Planning Commission takes advantage of the expert knowledge of the people in each field. There is a Panel on Education which consists of educational experts who review the general educational plans and make suggestions. Important voluntary organizations are also consulted. There are Planning Forums in most universities. The opinion of students and teachers is organized through these channels.

d. Implementation: At all stages from the Centre to the states, districts and villages, full administrative machinery is provided for putting the plans into operation.

e. Evaluation: A Plan Evaluation Organization makes an annual evaluation of the working of all types of programmes. There are also programme administration advisers who visit different parts of the country, locate the difficulties and suggest measures to the Planning Commission to eliminate or improve them.

Planning for education

Education is regarded as "the most important single factor in achieving rapid economic development and technological progress and in creating a social order founded on the values of freedom, social justice and equal opportunities."

Within the plan itself first priority is given to the provision of universal education for children in the 6-11 age group. This is followed by priorities for science education at the secondary and university stages, expansion and improvement of technical and vocational education at all levels, training of teachers and increase in assistance to poor and meritorious students. A major emphasis is laid on the promotion of science and technological education. This is linked closely with the plans of industrial and agricultural development. Several high-grade institutions have been established. Due provision has been made for the continued growth of small-scale industries and crafts through systematic training courses provided for these fields.

A very special emphasis is placed on all plans for the education of girls. Every possible step is taken to promote school, technical and vocational education for them at all stages.

Every plan takes into account the vital role of the teacher. Towards the end of the first five-year plan, financial provision was made for an increase in teachers' salaries. This has been repeated in every plan.

Setting future educational targets

The fourth five-year plan is due to begin in 1966. Careful studies have been made of the manpower requirements for economic and social development and of the financial resources available. Universal primary education will continue to have the first place in the programme. The second place will be given to the promotion of technical education and training and scientific research, especially that relating to petroleum and technology utilization and disposal of industrial waste, and the development of nuclear energy for peaceful purposes.

Teachers as members of the educational service in the various states are given the opportunity to indicate the shape of the plan. The Planning Commission has specifically invited the comments of the All India Federation of Educational Associations in the framing of the fourth plan (1966-71). The AIFEA has appointed a committee which has been working for the past two years on these problems and it is hoped to furnish the views of the Federation to the Planning Commission shortly.

JAMAICA TEACHERS' ASSOCIATION

B-9, English

A

We in the Jamaica Teachers' Association believe that there is need in all countries for sound educational planning, but that this need is particularly urgent in the developing countries. This is true for many reasons, only two of which will be mentioned here.

First, in any backward but developing country there are usually many claimants for the very limited resources available to government, and it is necessary that that which is allocated to education should be spent to best advantage, that is, where it is most needed and can accomplish the greatest good. This can only be decided within the context of a proper overall plan. Secondly, education is usually regarded, and rightly so, as one of the most powerful instruments to help forward development in an underdeveloped country. It is to the educational machinery that one looks for the people with the particular skills and the level of training that will make development possible. Hence for developing countries at least, educational planning (and execution of plans), is crucial.

Such planning is, in our view, properly the province of government. But, if government is wise, it will involve all organizations and groups likely to be affected, not least of all the teachers' associations, at the earliest possible moment. The teacher groups occupy a place of particular importance, for it is on them, more than any other, that the implementation of such plans depends.

The teachers' associations, on their part, have a positive role even before they are consulted by government. It is up to them as much as to any other group to generate the social philosophy on which educational planning should be based. Teachers' associations comprise professional educators who, having been trained for their profession and having spent several years practicing it, should be the most ardent crusaders for education. They should be aware of its value to the individual citizen and its role in the development of the country. They should continually be striving for greater effort in this direction on the part of government. If they are in advance of the general thinking in their country, this is but to be expected. The clear and unmistakable duty of the teachers' associations is to generate such a climate of public opinion, to stimulate such a demand, that no government can resist it, for governments tend to reflect the wishes of the public at large, even when it offers leadership. Teachers' associations have to try to break down areas of prejudice and/or selfishness and try to crusade for the social philosophy they believe in as far as this might be reflected in educational planning and provision.

In a similar line of reasoning, it is for the government to decide how much of the national budget is spent on education. The particular emphases placed by government, the particular way in which the national "cake" is divided up, will be a reflection of the values of a society. If education is valued both for itself as well as for its part in economic and social development, it will receive a high priority. If it is believed that the state has a duty to educate all its children, then the expenditure for education will be stretched beyond the limits set by the more conservative economists. For a government will afford what it wishes to afford on anything it regards as important, and this is more or less in consonance with what governments believe the people value. It is the task of the teachers' associations, therefore, to persuade the population that education is important and that, particularly in the early stages of development, expenditure on education should be far beyond the conventional limits set by the more developed countries.

We have stated that we believe it is the role of government to do the planning in education, but that teachers' associations have a duty to educate the public (and the government) as to the value of education and to help to create the social philosophy and the climate of opinion within which planning can take place on an adequate, useful scale, and in which such plans have a fair chance of successful execution. But teachers' associations have a more direct responsibility. They should be able to influence government planning directly. They should themselves have their own plans, prepared in the light of their knowledge of the country's needs, even if they are not fully aware of the country's resources. They should be involved in the machinery of the government's planning from the very earliest stages. That is to say, a wise government would consult with the teachers' associations as soon as it is in a position to do so. It should discuss the scope of outline plans, seek guidance as to where emphases should be placed, seek guidance as to what might or might not be feasible, and generally seek to involve the body whose co-operation is going to be vital for success, so that this body will almost see the plan as its plan to which it will then be emotionally committed. Of course, one realizes that there are certain states at which governmental secrecy will have to operate, and groups should respect this.

On the question of the scope of educational planning, it is our belief that this will spring from the basic philosophy of the government and people. If we accept, for instance, the principle of equality of opportunity for all, as we do in Jamaica, then such educational plans must be comprehensive and all-embracing and must consider the place of each child born in this society.

In this case, there should be a single plan executed by government, embracing all levels and types of education: the public as well as the private sector, the in-school as well as the out-of-school activities. Of course, it is not expected that all aspects of the plan will be executed at the same time, or that government's endeavour will be the same in all areas. For instance, it is our belief that if the private sector wishes to spend money and make educational provisions, freedom should exist for this to take place. Government's responsibility should be to see that these provisions do not fall below a given minimum standard (and for this they should have the right of inspection), and also to make sure that alternate public provision exists for those who would wish it. But a government that receives some help from the private sector is lucky indeed, and this should not be discouraged.

Again, government might not be able to prosecute all aspects of its plan at the same time: indeed this might not be possible for many reasons. But the overall master plan should be worked out, and each aspect phased. The priorities established will depend on the particular needs of the society at that moment as seen by the planners. Thus a government might wish to emphasize secondary education rather than primary, if the main need is for a leadership cadre. Or perhaps technical education will receive first priority if government wishes to pursue a policy of immediate industrialization. Again, primary and/or secondary education might have to wait on an expansion of teacher training facilities. Once the overall plan is accepted, however, then particular projects to fit into this plan must be worked out and put into operation.

The pattern outlined above does exist in some measure in Jamaica. In a country with an established two-party system, based on the Westminister Model, both parties have agreed on approximately the same goals, and though each party has its own working plan, these do not differ significantly. Both parties have accepted the goal of equal opportunity through education for all its citizens, and both have striven towards its implementation.

The main criticisms the Jamaica Teachers' Association has to offer are two-fold. First, that Government endeavour has not matched the vastness of the problem in education. At its highest point, Government expenditure on education reached about 17 per cent of the budget. Today, it is about 13 per cent. We believe that Government cannot go anywhere near achieving its avowed goal without a vastly increased expenditure on education. We know that this will inevitably mean a reduction in other areas regarded as vital, but it is our firm conviction that unless the priorities are as indicated, many other development plans will founder. The knowledge also that large numbers of children in this country are receiving no education at all, and that approximately one-third of the adult population is illiterate confirms our conviction that Government expenditure in education must be increased.

The second point of criticism stems from the fact that the Jamaica Teachers' Association has not been as fully involved in the planning process as we would wish. At various times in the last 12 years the Association has drawn up outlines of educational plans for the country. These have usually been discussed with the Government, sometimes with helpful results. But usually Government has formulated its own plans in secret, and teachers have learned of these at the same time as other citizens less intimately involved. The signs are not lacking, however, for possible improvement in this area, and teachers have often been called in for discussion on various occasions and for specific points.

B

The educational planning that has taken place in this country so far has indicated an acceptance of the six stages outlined. As indicated above, the teacher participation at each stage has not been as intimate and as complete as the Association would like. Nevertheless, from constant public discussion of these issues, there is no doubt that the Jamaica Teachers' Association has helped to determine educational aims and priorities and, in some measure, to influence planning. However, stages such as testing the feasibility of targets and putting the plan into effect have been recognized as entirely within the province of the Government.

C

From the experience of the Jamaica Teachers' Association over the past few years, it seems vital for the teachers' associations to be involved in the government planning at a very early stage. They should be asked to help to fashion, to assess critically, and to contribute in thinking. In this way government will get the benefit of the advice of people with wide knowledge and experience in the field. In addition, the teachers, who will be the people most involved in the execution of any educational plan, will by this process become so emotionally committed to the plan that they will be its chief advocates. They can sell such a plan, their plan, to the country at large, as no one else can. Because of their contacts with the general public, they can secure sacrifices for the children's education and get a general acceptance of Government's action.

But all this presupposes a relationship of mutual trust and respect between government and the teachers' associations. This is as it should be, and a country in which people of different skills and experiences with different areas of responsibility all work together for the good of the whole is fortunate indeed.

United States

NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES

B-10, English

Educational planning in the United States is decentralized. Authority and responsibility for the public schools are vested in the individual states. No public agency at the national level is formally designated for the purpose of national educational planning. State or local education authorities, with few exceptions, cannot be required to accept national direction. Funds for education appropriated by the national Congress, however, have been allocated for specific purposes, and authorities applying for such funds must accept the conditions the Congress has applied to their use.

This decentralized pattern of organization developed early in the settlement of this country. Colonial legislatures required local communities to provide schooling for their children out of their own resources. Schools in colonial and early national eras were mainly a local community responsibility supervised on the achievement of national independence by the state legislatures. The local communities still provide more than half of the financial support for free elementary and secondary schools, the states a little less than 40 per cent, and the national Government, although its support is increasing, less than ten per cent.

In the school year just past, more than 42 million students attended public elementary and secondary schools; the instructional staff numbered almost two million. A total of 54,200,000 Americans, about 28 per cent of the population, were in public and private school--from nursery school through university. The size and diversity of the American education effort tend to justify continued decentralization.

The situation, however, is not as chaotic as it might at first appear. American public schools, which enrol about 85 per cent of all students at the elementary and secondary level, are remarkably similar because of general agreement on the aims and programmes of education. The continual evolution of this agreement among educators and the general public across the nation is one of the major contributions of the teachers' organizations, which have accepted the responsibility for keeping the profession, the general public and state and national legislators well-informed on educational issues and problems.

Public school teachers and administrators in the United States have organized along the same lines as the schools--at local, state and national levels. Many of the local and all of the state and national associations include in their membership classroom teachers, school headmasters and superintendents, deans and presidents of colleges and universities--the whole spectrum of professional educators. Similar organizations of specialized interest such as health, music, mathematics, school administration and the like also have local, state and national units. Whatever level and whatever responsibility an individual educator may achieve, he considers himself basically a teacher and, as such, a member of the teaching profession. The result of this attitude is to promote among these organizations close affiliation for mutual strength and unity of the profession.

As professional associations, they are all concerned with both the status of the profession and the improvement of education. They are voluntary, independent, non-governmental organizations, supported by the annual dues of their members and directed by those members. They are not obligated to any sector of society or any political party and are free to act as their collective professional judgment directs.

Teachers' organizations, therefore, are a major, but not the only, factor in educational planning. Their approach is consistent with most public planning in the United States; it is pragmatic and evolutionary. It might more accurately be called decision-making than planning.

Teachers' organizations annually conduct at least a hundred national conferences, many regional and state conferences, as well as numberless local meetings. The effect is to maintain a continuous flow of information, opinion and ideas throughout the profession and to serve the useful purpose of counteracting the tendency to extreme provincialism. Teachers' organizations are able, through these conferences, to consider what is good educationally for the nation and to resolve local and regional conflicts professionally to the benefit of education itself.

The national conferences involve thousands of participants, speakers of national and international reputation, workshops, discussion groups, and displays of textbooks, teaching materials and school equipment of all kinds. At the business meetings, an essential part of the conference, the membership introduces, debates and votes on resolutions which embody the professional positions of the organization and which indicate the goals of its members. Conference participants return to their schools enriched and stimulated from the exchange of ideas, with new knowledge of available educational materials, and with a renewed commitment to the improvement of education in their own area.

The identification, investigation and publicizing of problems relating to the schools is an important contribution of teachers' organizations. For example, teachers became concerned about the numbers of students who left the secondary schools before completing their courses. The National Education Association set up a temporary project with a full-time staff to investigate, consult, conduct conferences and publish results of these activities with recommendations for reducing the number of "school dropouts," as these students were called. Over a period of several years four symposia were held; three books were published; a survey of the records of large city school systems was disseminated. Through these efforts of the teachers' organizations, the public was made aware of the problem; schoolmen were advised on methods of dealing with it; and, in fact, the dropout rate is falling significantly. This is not, perhaps, educational planning, but the activity of the teachers' organizations involved helped to effect the result that planning aims at. The operating decisions were taken usually at the local level and on the initiative of the local schoolmen and the local community. No orders were given from above or outside.

The rapid development of industrial automation in the United States, with its resulting elimination of thousands of jobs weekly, provided another subject for special investigation. The National Education Association obtained grants from industry to study the educational implications of automation. Again, a series of conferences and publications identifying the problem and recommending solutions informed educators and the general public of the growing need for continuing education for adults in a society where today's jobs may disappear tomorrow, and tomorrow's jobs require new skills.

Another kind of service provided by the teachers' organizations is the continuous collection, analysis and publication of statistics relating to the schools. In co-operation with state teachers' organizations and state departments of education, the Research Division of the National Education Association compiles reports on the annual supply of new teachers for various subject areas and school levels, ratio of instructional staff to students, salary schedules, school revenues and expenditures, and other data that help teachers and the general public to evaluate the quality of education being offered in their state and in their school district. These facts are also the ammunition for continuing campaigns to improve schools--another form of pragmatic educational planning.

Fiscal planning, the most obvious and necessary type of school planning, is one activity in which teachers' organizations have long participated. Their role is to use all means at their disposal to ensure that citizens know the needs of the schools and that they appropriate sufficient money to meet present needs and provide for future requirements. A committee of the National Education Association annually issues a review of the financial status of public schools. This report and similar documents are widely quoted and widely used in state school legislative programmes.

An increasingly important area where the national teachers' organizations are effectively serving both the profession and the cause of education is in their continuing liaison with the national Congress and other federal agencies concerned with public education. Within the past decade, national legislation has been passed to stimulate educational change in specific areas.

The present national procedures in this respect make money available for specific purposes, but leave the initiative in the states and local school districts, or, in the case of higher education, in the individual college or university. Local schools obtain national funds, for the most part, through applications to their state departments of education. This procedure is designed not to strengthen the power of national governmental agencies, but to assist the state and local education authorities to strengthen themselves, particularly where their own financial resources are inadequate or are already overstrained.

The role of the national and state teachers' organizations in this process is marked by a continuing close working relationship with national and state legislators, who depend on the organizations for suggestions, advice and support. In many cases the initiative for actual legislation comes from the professional organizations themselves, even to the language of the proposed bills. The state and national organizations co-operate closely in the formulation and implementation of education legislation. Occasionally, too, the organizations find themselves professionally obligated to oppose proposed legislation, if it seems to indicate a danger to the schools, as, for instance, by limiting the legitimate activities of the teachers' organizations or individual teachers, or by prescribing for the schools in matters that are better left to professional decisions.

Thirty year ago the National Education Association and the American Association of School Administrators together established the Educational Policies Commission. Outstanding classroom teachers, elementary and secondary school principals, teacher educators, superintendents of schools, teachers' organization officials and state education officials together constitute the Commission. It meets to consider major questions of educational policy, to formulate guidelines for making decisions and to publish the results as recommendations. It tries to anticipate issues before they become crises and to prepare educators and the general public to meet them. The Commission represents the totality of public school education, but is independent of any one interest. It has no authority to implement its own recommendations, but its professional stature commands respect throughout the country. Its publications are closely studied by the profession, the press and others. The breadth of its considerations removes it from the purely pragmatic approach of most American educational planning.

To promote public support for the improvement of the public schools--and without public support improvement is not possible--teachers' organizations work at their own levels with such organizations as the parent-teachers' associations, chambers of commerce, labour unions, both political parties--in fact, all groups seriously interested in the improvement of public schools. In addition, also at local, state and national levels, the teachers' organizations use magazines, newspapers, radio and television to generate public support. This, again, is a contribution toward public participation in educational planning.

Several new factors have entered educational planning in the United States in recent years. The national Government's programmes influence education along specific lines. The large foundations, which allocate funds for experimental research and development of pilot projects, are closely observed by educators across the nation. Most recently an organization of state governors and their state departments of education has established an agreement to work together in educational planning across state lines.

A pressing need for orderly planning on a broader than state and local level is a result of the mobility of American families. It is estimated that 20 per cent of the population changes its residence each year. Another factor is that both city and state boundaries are becoming almost meaningless with the growth of large metropolitan areas which ignore such boundaries. It becomes increasingly impractical for each school district and each state to act in isolation. In some areas several school districts, usually grouped around a large city, are already pooling their resources for development and planning. The teachers' organizations insist on their right and responsibility to participate in these activities and, in general, are welcomed to the planning tables.

The process of educational planning in the United States is accompanied by a continuing debate conducted by the teaching profession through its own organizations and by the general citizenry through public meetings, the press, radio and television.

American society requires that its public schools respond to community and national needs. American teachers' organizations apply their professional competence to identify and meet those needs.

Niger

SYNDICAT NATIONAL DES ENSEIGNANTS DU NIGER
B-11, French

Basic Pattern of Educational Planning

The Syndicat national des enseignants du Niger has a membership comprising all levels: assistant teachers, primary school teachers, secondary school teachers and inspectors of primary education. The Syndicat participates fully in educational planning; it is represented on every commission drafting plans to be submitted to the General Planning Commission, which is the supreme planning body at the national level. The SNEN co-operates continuously and effectively in the implementation of the plans.

In co-operation with the Office for Educational Planning, the Ministry of National Education defines the main planning guidelines. The Office of Educational Planning then establishes its plans in accordance with these guidelines; the plan is submitted to the Syndicat, then to the Ministry, which forwards it in turn to the General Planning Commission.

The General Planning Commission determines the proportion of income and budget which is to be invested in education. For the year 1966, 16 per cent of the national budget was devoted to education.

Niger has adopted a long-term planning approach. Its ten-year plan is divided into two periods: (a) 1965-1968, a four-year plan during which it is estimated that school attendance will increase from the present figure of 9 per cent to 12 per cent; (b) 1969-1971, during which the rate of school attendance will increase from 12 per cent to 31 per cent. This latter increase will be made possible by the development of educational television.

Educational planning is an integral part of national planning. The Office of Educational Planning is part of the Ministry of National Education. Since October 1961 it has been entrusted with the establishment of official political plans.

Niger has been experimenting with educational television for the last two years. The experiment, which is to last three years, includes the operation of two classes in 1964-1965, 20 classes in 1965-1966 and 80 new classes in 1966-1967. If the experiment proves successful, it will then be possible to extend primary education and to increase the rate of school attendance.

As already indicated, Niger has adopted a long-term planning approach. Its ten-year plan covers the main fields of development and establishes a series of priorities in the field of education; the four-year plan will be mostly preliminary in nature. In the field of elementary education, it provides for an experiment in school television which, if successful, might lead to the establishment of a network, thus allowing for a rapid increase in school attendance rate during the period of the second plan. In the field of secondary education, the four-year plan provides for the establishment of a number of junior high schools to meet the needs of the various sectors for intermediate manpower skills and to increase as early as 1968 the number of students in junior high schools to gradually train the necessary top-level managers.

Students with a junior high school diploma or three years of secondary school who want to become teachers are sent to a teachers' training centre where they receive one year of special education. The National Centres for Girls at Tillaberi and Zinder will remain in operation for several more years in order to ensure the recruitment of a certain number of female teachers. The high proportion of teachers without a junior high school certificate has led the Government to take action and improve their training. The decision has been made to enlarge the staff and to extend the activities of the Training Office, which will be in a better position to fulfill its various functions.

In order to improve the level of education through further training of teachers, each training centre includes a special advisor who deals with teachers who have had insufficient training. A refresher workshop is organized yearly during the school vacation. The workshop lasts one month and is participated in by between 120 and 160 teachers.

Vocational education is given in several State schools: National School for Administration, National School for Male Nurses, Kollo Agricultural Centre, etc. The technical college and the vocational college in Maradi are the only establishments which fall under the direct supervision of the Ministry of National Education.

As a pilot experiment, 10 adult education literacy centres were opened in 1963 in Maradi. In 1964, 100 other centres were established. At the present time the literacy service controls 200 centres, including 128 centres for elementary education and 72 for secondary education. These centres have served 14,560 adult pupils.

The SNEN is always participating in the various educational activities.

The ten-year plan provided that by 1964-65, 35 per cent of elementary school children were to continue to secondary education. If, as now considered possible, television is put to general use in elementary education, this rate will be maintained at 25 per cent. This rate will require that new junior high school classes be established, including four in 1965-66, nine in 1966-67, nine in 1967-68, and 18 in 1968-69.

If school television becomes permanent, it will then be possible to open six new fifth-year classes by 1968-69 and to maintain, if not increase, this rate of expansion of secondary education. Niger will then begin making up for its lag in the training of leaders with a full secondary education.

The number of pupils in fourth-year classes in secondary education will allow only for the opening of two fifth-year classes in 1966-67.

Finance

The four-year plan provides for the enlargement of the teacher training college in Zinder and of the National Secondary School in Niamey at a cost of 72 million F. CFA between 1966 and 1968. The construction of a new general education school in Niamey and the extension of those in Dosso, Maradi and Zinder (a total of nine classes and nine teachers' houses), will cost 100 million F. CFA and will be undertaken under the 1966-67 programme. It should be noted that these expenditures are part of a financing agreement between France and Niger. U.S. AID is planning to equip nine general education schools with scientific equipment at a cost of 15,900,000 F. CFA. (245 F. CFA=$1 U.S.)

At the present time Niger pays 480,000 F. CFA for the salaries of technical assistance personnel.

Presently auxiliary teachers represent about 61 per cent of the total teaching staff. A 1958 decision was designed only for expanding primary education and improving the level of our education while providing for continued training of assistant teachers; an advisor has been appointed in each primary school district for the main purpose of helping the assistant teachers and taking over for them in case of emergency.

In-service training and primary school extension have required a greater degree of decentralization. Niger is now divided into eight primary school inspectorates, as against three on 1 January 1959.

The four-year plan includes the following figures for the training of teachers with a secondary school certificate:

1964 - 1965	88 teachers
1965 - 1966	90 teachers
1966 - 1967	100 teachers
1967 - 1968	80 teachers

Since the national needs for teaching personnel are higher than the above figures, in October 1965, 1966 and 1967 the country will have to call on expatriate teachers. However, the recruiting of expatriate teachers will probably be facilitated by the large immigration of Togolese teachers.

Norway

NORSK LEKTORLAG

B-12, English

A

In our opinion the legislative assembly is the right body to decide the economic foundation of education in general, including educational planning. The legislative assembly (in Norway called the Storting) ought to have full control of all fiscal and budgetary matters. In a democratic state the national assembly is a representative body. In the final analysis therefore, the social philosophy on which educational planning should be based should sort itself out from the general wishes of the public at large. The opinion of the people in a matter like educational planning tends to be influenced by all the factors that contribute to forming public opinion generally. The natural way of functioning for the Storting is through parliamentary commissions.

We believe that educational planning should aim at an over-all model of education for the nation as a whole. All kinds of educational planning ought to be seen in the light of the available resources of the nation. As a consequence of this view, we think the Government ought to be responsible for educational planning. The Government is a central organ of the state. It has the command of different executive parts of the state machinery and can weigh all the fundamental factors to find the sensible balance between ways and means that are necessary in educational planning. Also, the Government will resort to many agencies, including independent agencies, to seek expert advice on education.

The pattern outlined above is the general model of the way educational planning operates in Norway. However, at times the influence of the Storting has not been as strong as one might have wished. Parliamentary commissions to examine and plan reforms in our schools have not been as frequent since the last war as they were in the early part of this century. Neither has the Government given full support to the demands of the teachers' organizations for a larger representation on governmental committees on different aspects of educational planning. On the whole, however, the system outlined above has functioned satisfactorily.

B

(1) The planning under this stage is carried out in parliamentary commissions and governmental committees. Committees may consist of parliamentarians, representatives of the Government and representatives of the different organizations involved.

(2) The work done under stage 1 is assessed by many institutions before the Government makes a final assessment. Reports from commissions and committees are usually sent to educational institutions, to teachers' organizations and other organizations that may be interested, and to governmental agencies. Reports are also made public through the press and periodicals and are laid open to discussion.

Then it is time for the Government to make its decision.

(3) Generally speaking, the Government will consider all the material assembled and adopt the opinions expressed as far as they may be said to be consistent with public opinion and governmental policy. To strike a fair balance here can often be a difficult problem. However, the steps proposed will necessarily be seen in the context of an overall national educational plan, usually covering the same period as the long-term plan in economy.

(4) The work in this stage is generally carried out by the Ministry of Education, preparing the final proposals in co-operation with other departments--especially the Ministry of Finance.

(5) The views and proposals of the Government will be presented to the Storting either as reports or bills. In the latter case, the legal issue will have been examined by the Ministry of Law. When new plans are going to be put into practice, the teachers' organizations will be consulted on matters concerning the teachers. However, governmental agencies are responsible for designing the programmes and carrying them out. When it comes to the practical steps, such as building new schools, providing teachers and teaching means, etc., much of the work will be done by county and/or municipality authorities. Roughly half of the costs needed to run the schools comes from the State Budget.

(6) Evaluation of new plans will take place on many levels. The teachers will be the first group to evaluate new plans and their efficacy. Public opinion will assess the results in debates, in articles in the press and on radio and television. In the end, if revision and reforms are urged, this will be taken up by State authorities, and new planning will start, much on the lines of the six stages described above.

What is Norsk Lektorlag's involvement in this system of planning? Generally speaking, we are satisfied with the scope of involvement in educational planning that the Government is willing to leave to the teachers' organizations.

Members of our Associations will be represented on all important committees concerned with the planning of secondary education. This was the case when the new law of 1964 for Realskole and Gymnas was prepared during the first half of the 1960's.

Every report of interest to teachers is sent to Norsk Lektorlag for assessment and criticism. A good deal of the work of our Association is spent on evaluating material found in these reports. The Associations also contribute to the formation of public opinion on the reports through their periodicals and in other ways. They try to influence the Government and the members of the school committee in the Storting. There is no excessive lobbying, however.

Norsk Lektorlag also issues pamphlets and books on important educational matters. In a few cases our Association has co-operated very closely with the Government in more specific fields of educational planning, such as the reform of the training of secondary teachers.

C

We believe that our contribution to educational planning in Norway has been of great importance. Very often we see how changes proposed by us have been brought into new plans. We feel that the authorities tend to follow our advice--within reasonable expectation.

Norsk Lektorlag has found that its involvement in educational planning has increased the influence of the Association in society. At the same time, the place of our Association in public opinion has been broadened and the general understanding of our views has definitely improved. Last, but not least, there is more respect of our Association and its members because of our commitment. We consider this of great value in our work to raise the social status of the teaching profession.

One last consideration may be made on the value of involvement in educational planning: it enriches the experience of the teachers, as well as their knowledge of the basic factors governing the society. It enlarges their understanding of how the planning machinery works; and with more insight in these matters, the more responsibility the teachers will be willing to take on to lay the foundation of a fair and balanced development in educational affairs. We feel that one of the worst things that could happen to teachers' organizations is for them to carry on their work in a kind of vacuum with no challenge and response. Sincere involvement in educational planning on all levels is one of the means of avoiding such isolation.

Japan

JAPAN TEACHERS UNION
B-13, English

I. The Role Which the Japan Teachers Union Has Played in Educational Reform and Educational Planning in Post-war Japan, and Subsequent Developments

After the Second World War, Japan made a fresh start toward national construction based on peace and democracy. We believe that the Japan Teachers Union has contributed substantially to the determination of the policies of democratic educational reform and educational planning in the post-war period by taking part in the Educational Reform Council of the Government with a view to co-operating with educational rehabilitation.

The reports of the Educational Reform Council, which was composed of representatives of various civic circles, resulted in the passage of the Fundamental Law of Education and other laws related to education. However, after the outbreak of the Korean War in 1950, a sweeping change began to take place in general policies of the Government, with an increasing reactionary trend to emasculate the post-war educational reforms. After 1960 the Government even refused to negotiate with the Japan Teachers Union on the ground that the JTU is no more than a teachers' voluntary organization with no legal standing. Talks with the Government have been resumed since 1965, but there is no full guarantee yet given to the JTU to speak as a teachers' organization.

The basic cause of a conflict like this is the educational policy of the Government. In considering the problem of educational planning, therefore, a teachers' organization must begin by examining the nature of the educational policies of the Government.

II. Fundamental Views of the Government and the JTU on Various Problems Concerning Educational Planning Today

Japan is a highly advanced, monopolistic, capitalist country. In order to win international economic competition and achieve imperialistic advance into the overseas market under the so-called "open economy" system, the Government is domestically pushing rationalization, personnel retrenchment and low-wage policies, and is also taking measures to suppress democratic forces and control the people's thoughts and education. The concentrative expression of all of these policies and measures is seen in an attempt to change for the worse the Constitution of Japan. The ultimate aim of this attempt is to "kill" the thought, to deny all kinds of armaments, which is crystalized in the following statement in Article 9 of the Constitution: "Aspiring sincerely to an international justice and order, the Japanese people forever renounce war as a sovereign right of the nation...."

The educational policy of the Government is aimed at "quick preparation of skilled workers who work obediently for low wages and training of a limited number of 'high talents' who are selected by a discriminative process." It is, in a word, a manpower development policy to serve the best interests of the Japanese monopolistic capital. It is in line with this educational policy that the promotion of technological education and the strengthening of moral education are proposed to instill in the minds of children the kind of patriotism to approve war. An education of selection and discrimination, or an education to pick up certain children and abandon others is going to be enforced in the jam-packed classroom under this policy.

In the meantime, as parents desire to send their children to high schools and if possible to universities, out of their belief that this is the only way to enable their children to get a decent job in the framework of a Japanese economy characterized by its dual structure, low-wage policy and discriminative wages by educational background, the competition for entrance into high schools and universities is getting more and more keen.

Such a severe entrance competition has brought about a tendency at all education levels, even down to primary schools, to be only concerned with results of tests; thus causing a devastating phenomenon of non-existence of education in the true sense of the word. Children are deprived of their humanity under the pressure of test-centred education, and there is a noted increase in the inevitable conflicts between those children going on to a higher level of education and those who are taking up employment. There is also an increase in the occurrence of suffering from all these contradictions.

It is evident in everybody's eyes that such an education as described above is against the interests of the people, because it deprives the people of their right to learn the truth and to acquire real scholarship, and forces them to be loyal to the existing order of the country. The JTU cannot help opposing such an educational policy. This is why the JTU is consistently pushing the movement to establish education in the real interests of the people against such a reactionary, militaristic educational policy.

III. Tasks Facing the JTU in Its Efforts to Create True People's Education

1. Examination of the "Policy for Establishing Democratic Education" as educational planning

Starting ten years ago, the JTU examined the "Policy for Establishing Democratic Education" for five years, continuing discussions up to the fifth draft of the policy. It was, in a sense, educational planning initiated from the people to examine how the best democratic education responsible for the whole people can be established on the basis of the Japanese Constitution and the Fundamental Law of Education.

We naturally looked into such problems as who should determine educational policies and how educational planning should be worked out. However, we found ourselves in a dilemma when we came to discuss what process the "Policy for Establishing Democratic Education" must go through before it is put into practice. The difficulty was that the Policy presupposed many fundamental changes in educational system, administration and finance, although it also contained some demands for immediately feasible improvement. In discussing this Policy we learned a lesson.

We have found it vital for the development of our movement to incessantly refer back to our basic viewpoint in pushing our actual movement based on various demands for establishing democratic education. What is our basic viewpoint, then? It is the principles of peace, democracy and fundamental human rights based on the Japanese Constitution and the Fundamental Law of Education, which provide for the right of the people to education; that is, the right to equal opportunity in education, free compulsory education and knowledge of truth, and academic freedom and the freedom of teachers' educational studies and practices.

2. Campaigns aimed at the creation of people's education

As the organization of teachers who are actually engaged in the education of children and are directly in touch with the parents' demands for education, the JTU is duty bound to submit criticisms and demands concerning educational policies to the Government and to push various campaigns on the basis of these demands. The educational budget is quite inadequate when compared with the total national and local budgets, and this results in an increase in financial burden by the parents for the education of their children.

The JTU is pushing a campaign to publish a series of white papers on education which analyze and criticize the real character of such inadequate and unsatisfactory educational policies and help to form the right public opinion and demands to improve the situation. This campaign constitutes an integral part of our general movement aimed at the creation of an education to serve the real interests of the people.

Listed below are the subjects on which we have prepared white papers to promote our national education movement:

(a) Expansion and integration of pre-school education--establishment of more kindergartens and nursery schools, and betterment of education given in these institutions.

(b) Elimination of jam-packed classrooms; increase in the pupil-teacher ratio per class; assignment of at least one clerk, one nurse teacher and one night guard to each school.

(c) Alleviation of the parents' burden of educational expenses, completely free compulsory education, increase in the subsidy to private universities.

(d) Examination of the actual condition of harmful test-centred education and excessive entrance competition, and the promotion of the campaign to put every lower secondary school graduate in upper secondary school for its solution.

(e) Survey of the living conditions and salaries of teachers.

(f) Devastation of education in coal mining districts, communities surrounded by military bases, rural areas, large urban centres and industrial belts.

(g) Actual condition of textbook administration and its democratization movement.

3. Independent educational study activities aimed at creation of people's education

In the foregoing chapters we have considered educational planning in a broad sense of the term. Now, we would like to deal with the problems of educational planning in school, such as curriculum content and school activities.

The JTU has been continuing independent educational study activities for the past 15 years toward the basic goal of "establishing democratic education dedicated to the cause of peace and truth." The Government, which seemed to support our independent educational study activities in the beginning, now obviously takes a hostile attitude towards them and resorts to all measures to thwart them.

Education is essentially a free, independent, creative activity. There can be no real education where the freedom of the teachers' educational studies and practices is not guaranteed.

In an attempt to give legal binding power to curriculum and to control the content of education, however, the Government is trying to tighten up its control over the content of textbooks and strip teachers of their freedom of educational studies.

With a conviction that curriculum should be compiled by the teachers' group independently in accordance with the conditions of the community and children concerned, the JTU has been pushing a drive for independent compilation of curriculum.

The JTU has been conducting this campaign for curriculum compilation by teachers as a part of its independent educational study activities. This is, of course, not an easy job, since it is a resistance against the Government policy to control the content of education. It is naturally accompanied by difficulties because it examines and criticizes, for the purpose of establishing the right view on education, the official in-service education and the study guides distributed directly by the Government to teachers.

Teachers, on their own, attend the independent educational study meetings held at regional, prefectural and national levels. In spite of all these difficulties, teachers are taking on this important task out of their sense of responsibility to their profession and to the future of the children.

IV. Problems to Be Solved

The Inquiry Outline distributed by WCOTP on the 1966 theme states in its introduction: "In general terms, educational planning serves four basic purposes, with varying emphasis: 1. to ensure that the educational system provides for the best economic growth of the country by supplying trained manpower; 2. to promote social development and political stability...." For the reasons given above, however, we fear that this definition of the basic purposes of educational planning is apt to be interpreted to mean to approve the existing order of a country and to co-operate with the policies being taken by the Government without any criticism.

Education belongs to the nation as a whole. Therefore, it is the primary responsibility of the Government to guarantee to the people the right to education. We believe on this ground that we teachers should resolutely fight for independence of the people's right to education from any arbitrary policies of the Government. Keeping this in mind, teachers' organizations should have a voice and the right of participation in the determination of educational policies and educational planning, and contribute to the creation of an education to serve the real interests of the people.

We give our full support to the whole text of the Draft Recommendation Concerning the Status of Teachers jointly prepared by ILO and Unesco, and in particular to its Article 9 which states: "Teachers' organizations should be recognized as a force which can contribute greatly to educational advance and which therefore should be associated with the determination of educational policy," and we earnestly hope that we can dedicate ourselves to the cause of educational advance both in Japan and in the world.

The JTU will continue to firmly abide by its slogan "Never send our children to war again," and to push its movement aimed at "establishment of a democratic education for peace and truth," because it represents the people's demand for education.

Korea

KOREAN FEDERATION OF EDUCATION ASSOCIATIONS
B-14, English

Basic Requirements of Educational Planning

Educational planning must satisfy the basic requirements of a developing nation and of its educational system. The first and the most obvious requirement is that educational planning be closely tied to the needs of the nation in respect to its economic, political, social and cultural development. National needs are not necessarily opposed to the needs of individual self-realization. It is believed, rather, that in order to create the conditions necessary for fuller individual self-realization, national development must be given priority. National needs must be assessed; their assessment has two logical prerequisites: visualizing the goal and being aware of present progress along the road to that goal. One is primarily the philosophical task of deciding the social direction, while the other is primarily the scientific task of surveying the present status.

We believe that social philosophy, the source of educational aims, should be developed through the process of broad dialogue among various sectors of society. Written summarizations of such dialogue can be conducted by any agency. But dialogue must cover every aspect from its many angles. We feel that developing societies suffer greatly from the lack of inter-group dialogue--for example, between policy makers and intellectuals, among intellectuals in different fields, between politicians and educators, and between the government and the people. In many nations this results in obstacles to planning and its execution. As to surveying the present situation, we feel that the function of surveys in connexion with educational planning must be centralized in some way, even though the development of research functions should be encouraged. This should be one of the major tasks of any planning organization, whether it be a bureau, a board or a commission.

The second requirement that must be met by educational planning is its comprehensiveness and consistency. It must be consistent with, and be an integral part of overall national planning. It must have parts consistent with the whole and with each other. It must be consistent also over a long period of time. It must not neglect any educational problem that could make a difference in the overall function of education. This is especially so in a country where educational problems and difficulties give rise to vicious cycles in which the goals of educational policies change due to many reasons, and in which policies are made in such a manner that they actually hinder educational development. Educational planning must form a consistent and comprehensive whole. We conceive such educational planning as a co-ordinated drive.

The third requirement for educational planning is that it must imply, and even welcome, a measure of control. The word "control" is indeed controversial. In any case, a plan is the defined path to a planned goal. The path may be narrow or wide, but it is still well-defined. A well-defined path means that it must encourage activities that are conducive to attaining the goal and discourage those that are not. We feel that the assertion for complete autonomy by certain groups within an educational system, under the banner of democracy, is ill-conceived, interest-seeking, and incompatible with the idea of planning. We believe, however, that control must be exercised on the basis of two principles. One principle is that control measures must be preceded by dialogue, participation and preferably consensus. The other principle is that control measures must be scientifically conceived; centred on the bases of fact, rather than on personal and political pressure. For the latter, surveys and research into the real facts are important. Without these two principles, control will fluctuate according to the dictates of bureaucratic and political whim.

A planning agency, whether it is a bureau, a board or a commission, should be organized with the major function of suggesting methods for such scientific control. We feel that an independent agency for educational planning is necessary. The more pressing present educational problems, the higher up the ladder of the government structure such an agency should be. In Korea, for example, we feel that such a planning agency should be set up directly under the President and independent of the Ministry of Education. Its functions must be to stimulate dialogue, to co-ordinate facts, and to work out and suggest plans. The power of final decision concerning basic plans and related legal matters, however, must be reserved to the Government and to the National Assembly.

Fourthly, we believe that an essential feature of educational planning is the wise and effective use of funds in hand, rather than the seeking of additional budget. Most developing nations are caught in the conflict between mounting needs for immediate economic development and an expanding education to satisfy an expanding population. Even though we believe in the principle of educational investment up to a point, we also believe that educational investment should not reach the point where it endangers immediate economic development. Rather the essential problem of educational planning is to find the causes of waste in the present educational system and to draw up plans within the limits of the available budget. Some countries certainly need an increase in their educational budgets, but in many other nations such an increase would only result in waste.

The fifth requirement of educational planning, and the last we shall consider here, is that it must be in harmony with the "developmental stage" of a country. It is easily observed that nations differ in general as well as in specific characteristics. Many problems facing educational planning in a developing nation may even be put to over-ambitious, if not blind, planning modeled after that of developed countries without thought to the delicate and intricate relationship of education to various social, economic, political and socio-cultural conditions.

We feel, then, that educational planning can be worthy of its name only to the extent that it satisfies these principles of (1) national needs, (2) comprehensiveness and consistency, (3) rational control, (4) economy and (5) developmental stage.

In Korea we are proud of the educational system we have erected during the past 20 years. During those years, the elementary school population has increased nearly 3.5 times to include 95 per cent of school-age children. The secondary school population has increased a phenomenal 13 times and the higher education population has increased 18 times. But we are worried about what is going on inside this educational system, and where it is heading.

With regard to educational planning, we have had many "plans" at the national level. As a matter of fact, we feel that there have been too many. Without being too critical, we feel that there have been no plans that satisfy all five criteria. We also believe that these criteria are neither too stringent nor impossible to satisfy.

Role of the Teachers' Organization in Educational Planning

Educational planning in Korea has been carried out by the Ministry of Education, an executive branch of the Government.

Many civilian committees with advisory functions have been formed and some have been dissolved. The number of such committees concerning special educational problems presently acting in an advisory capacity to the Ministry of Education is 35. Even though such committees are very desirable, we observe two points that need improvement. More often than not, the management of a committee is such that it merely scratches the surface of the problem it is supposed to solve, involving only the debating of opinions rather than soul searching and factual research. No committee has yet been formed to study the problem of overall educational planning. All present committees concentrate on some special educational problem. Essentially bureaucracy-centred educational planning is further hampered by the too frequent turnover of the ministers of education--16 in the past 17 years.

In whatever way the stages of educational planning are conceived, we feel that, at present as in the past, every stage has been and is being inadequately executed in Korea. Even though every stage has its own critical importance, we feel that the stage for determining educational aims and the stage for evaluating the implementation of a plan should receive special attention. It is unnecessary to reemphasize the absolute importance of clearly formulated educational aims which go beyond mere paperwork and lip service, and permeate the educational system as a whole. We recognize that the formulation and "permeation" of such operative educational aims is a difficult task in a transitional society where the system of values is in a flux and even in conflict. However, any intentional activity requires a continuity of aims, activities and evaluation. We feel that the "planning," principles, methods and practices of evaluation are woefully inadequate, so that essential continuity is broken to exclude continuous improvement. Then, we don't really educate. It may also be observed that the stage of assessing the present educational situation is essentially the same point as the evaluation stage of the continuous educational planning process.

The Korean Federation of Education Associations, the only national, unified teachers' organization in Korea, has been actively concerned with the educational planning and policies of the nation. More often than not it has acted as the critic of various educational policies of the Government. The media of critique are KFEA's monthly journal "New Education," its weekly newspaper "Korean Education Weekly," many standing committees and seminars. We believe that KFEA has contributed much to the nation's education.

On many occasions the attitude of the Government toward such educational policy activities of KFEA has been receptive. Many policies have been implemented as the result of KFEA's suggestions, recommendations and resolutions. The restoration of local educational boards ensuring the principle of educational autonomy and the adoption of a single salary schedule for teachers are notable examples of KFEA taking the lead and of the Government responding sympathetically. On other occasions, however, the attitude of the Government has been one of official politeness and, understandably, of unofficial annoyance. KFEA suggestions, requests and resolutions are politely answered, yet the feeling of embarrassment and annoyanc can often be detected. In general we are not as much concerned with the Government attitude toward KFEA's educational policy activities as we are with what KFEA can do and what the Government can do with regard to educational planning.

While we are critical of what the Government has done with respect to educational planning, we also feel that we must be critical of ourselves as well. What have we, a teachers' organization, done with regard to educational planning whose principles we have outlined above?

First, we do not think we have done enough to make the Government and the people realize the importance of educational planning in its contemporary sense. We feel that, as a teachers' organization, we are partly to blame for the non-existence of educational planning embodying the principles outlined above. Secondly, we are also cognizant of the fact that some of the recommendations we have made to the Government and to the people with regard to educational policies may have contained elements of professional bias due to the fact that we are educators, and thus we may not have acted in the best interests of the nation. More specifically, we could have strengthened the following activities.

In all phases of educational planning, particularly in determining and clarifying social philosophy and educational aims, continued discussion among various segments of society are all-important. Then KFEA should have taken the role of a dialogue-promoter among groups alienated from each other. Dialogue is badly needed, for example, between educators and economists, between educational bureaucrats and economic bureaucrats, between the Government and the people, between educators and those in the mass-communications field, if a fair degree of understanding and consensus is to prevail.

In all phases of educational planning, particularly in the stage of assessing existing educational conditions, factual research and survey are of absolute importance. Then KFEA should adopt the role of a fact-supplier. This can be done by strengthening the activities of the research section of KFEA or by organizing, for example, a work committee whose activities may be patterned after those of a "shadow" planning board where facts are gathered and analyzed with particular reference to educational planning.

The key aspect of educational planning seems to lie in weighing alternatives. Then KFEA must adopt the role of a clarifier of alternatives rather than that of a mere organizer. Based upon the best facts and principles it can incorporate, it can clarify where a particular alternative would possibly lead. This can be done again in the manner of a shadow planning board.

When plans are drawn up and decided upon by appropriate procedures, their execution and implementation require enthusiastic support and concerted participation. Willing participants who do not work from motives of self-interest are necessary. In this area KFEA must adopt the role of a motivator to action. Some plans may be contrary to the self-interests of certain groups in society; some plans may even hurt certain teachers. A teachers' organization should be able to facilitate concerted action in the implementation of plans and should not be drawn toward the interests of any group even at the stage of executing plans.

Finally, KFEA as a teachers' organization occupies a strategic position to play the role of a plan evaluator in the implementation of plans. This teachers' organization, if it systematically organizes programmes, will be able to evaluate plans and projects better than any other group through the "inside stories" of what happened in schools. Inside stories are the source of ultimate evaluation rather than a superficial array of statistics.

The above roles summarize what we consider we must strengthen in the future. Educational planning in its modern sense has almost been non-existent in Korea, even though there have been many policies and plans. KFEA's involvement has been, in general, out of focus as far as necessary endeavour for implementing workable educational planning is concerned. Nations may differ in their standings with regard to educational planning, but where systematic educational planning is needed as an integral part of national development, we would like to suggest that the above-listed roles of a teachers' organization be given further thought.

Philippines

PHILIPPINE PUBLIC SCHOOL TEACHERS ASSOCIATION

B-15, English

The Board of National Education of the Philippines, as created by law, determines the social philosophy upon which basic educational planning should be carried out. As to how much of the national income and budget should be spent for education, the Department of Education recommends, but Congress determines on the basis of priorities.

Educational planning should embrace all levels of education, both public and private, including the education of adults and out-of-school youths.

The Department of Education should be responsible for the overall educational plan of the country. The plan must, however, be integrated with the overall national plan for socio-economic development drawn by the National Economic Council.

An overall plan for education that is integrated with the national plan for socio-economic development is now being prepared by the National Economic Council. This body has requested the Department of Education to submit its plans based essentially on the present socio-economic situation in the Philippines and the actual educational needs as revealed by studies made. Reference is also made to the projections made by the Unesco-ECAFE Asian Advisory Body in Educational Planning and its Philippine Counterpart team that worked in the Philippines from June to August 1964.

In each of the stages set forth in the Inquiry Outline, the Philippine Public School Teachers Association is involved, although not too deeply, by way of sharing its ideas in Committee meetings and in questionnaires sent to it by the Department of Education or the Bureaus under the Department. For instance, the reactions and suggestions of the Philippine Public School Teachers Association was requested before the adoption of the Proposed Five-Year Educational Programme of the Bureau of Public Schools covering the period from 1965-66 to 1969-70. However, in the determination of priorities and the relative emphasis that should be given to each aspect of education, the present role of the Philippine Public School Teachers Association is merely recommendatory.

It is felt, however, that with the current emphasis being given to more participation and involvement in national planning for education, the Philippine Public School Teachers Association will necessarily take an active part in the development of such plans. The Association is also concerned with the shortage of human resources sufficiently trained to man the various services for socio-economic development. The training of quality teachers is the Association's first concern.

The Philippine Public School Teachers Association sponsored the First National Seminar in Educational Planning from 17-22 January 1966. Limited financial assistance was given by WCOTP and the Asia Foundation in the Philippines, while technical assistance was given by the Unesco National Commission of the

Philippines, the Unesco Asian Institute in Educational Planning in New Delhi, the Department of Education of the Philippines, the National Economic Council of the Philippines, the United Nations Technical Assistance Board in the Philippines and the United States Agency for International Development.

The provincial chapters also were requested to adopt the theme "The Role of Teachers in Educational Planning" in their provincial conventions. This was the theme which the Philippine Public School Teachers Association took up in its representative assembly in June 1966.

It is submitted that the involvement of national teachers' organizations in educational planning is desirable to bring about effective results. It is felt that teachers' organizations, be they national or local, should be more assertive and militant, because the burden of implementing plans for education rests heavily on the teachers who make up the bulk of membership. It is also submitted that if teachers share in planning, they will feel involved.

The Philippine Public School Teachers Association submits that teachers should share in planning for education because their involvement would ensure the right support for the plan.

A developing country like the Philippines should make use of the experiences of other countries on a rational basis. The governments of all developing countries should treat education as an investment, for when the government directs a sizeable portion of its resources to education, it invests in human capital.

The last conference of Ministers of Education of Asian member countries to Unesco held in Bangkok, Thailand, in November 1965 drafted the Asian Model in Educational Planning. This meeting places a challenge to all Asian member countries. The action of WCOTP in working with Unesco in the area of educational planning is the right step in recognizing the invaluable contribution that the teacher can make. This will contribute to the strengthening of his status.

Switzerland

SOCIETE SUISSE DES PROFESSEURS DE L'ENSEIGNEMENT SECONDAIRE
B-16, French

Planning is a term ill-fitted to the educational system in Switzerland. Planning presupposes forecasts, large groups, centralization and a single direction. It is well known that when a Swiss citizen is called upon to talk about his country, he must begin by warning his audience that the situation in Switzerland is a complex one and that, in order to truly understand it, account must be taken of historical, religious and linguistic factors and of minorities, not to forget local peculiarities which may be the result of tradition, climate or merely individual personality. Swiss federalism has stamped its deeper imprint on education.

It should be remembered that there is no federal ministry of national education. The only central government agency in Bern which is in a position to influence the Swiss educational system is the Department of the Interior, which, through the Public Health Service, regulates the practice of medicine in the whole Swiss territory. This Service establishes minimum standards for the federal maturity certificate (types A and B, including the study of Latin), the only higher school degree which is recognized by law by all the universities and colleges in the country (the type C maturity certificate leads to scientific studies). Although the maturity certificate is a federal degree, central authorities have delegated the privilege of granting it to some schools. With this important exception, which enables the Government to control the quality of education through the Federal Commission of Maturity, education is the exclusive responsibility of cantonal authorities.

The cantonal authorities delegate part of their power to the communal authorities or--particularly in the cantons with a Catholic tradition--to the church. It can be seen, therefore, that the governments of the 25 cantons and half-cantons hold the highest authority over education and teaching. On the other hand, in view of its physical and demographic diversity, Switzerland is a country with strong local particularisms where the idea of planning loses all its meaning.

However, the long educational tradition of Switzerland is well known. The concepts of Reformation in the 16th century, the theories of Pestalozzi and Rousseau, to mention only the most familiar elements, have contributed to the spread of education among the people and have oriented the educational efforts primarily towards the development of the individual and the personality. It is this trend which has marked and still marks education in Switzerland. If we consider the four points suggested in the introduction to the WCOTP questionnaire, point four should be emphasized as the primary goal for the Swiss schools.

Point three, to safeguard and enhance the national cultural heritage, would come next with the necessary proviso that, because of its geographical, linguistic and religious situation, Switzerland does not have a single cultural heritage which it can call entirely its own. This heritage is shared with the great neighbouring nations. The limited size of the country and the small size of its population prevent it from imposing its own "culture" on the neighbouring countries. Under the circumstances, education must remain both objective, neutral and open to foreign influences. For a long time we have been trying to reconcile the defense of values in which we believe so much as Swiss citizens, and a permanent confrontation between our heritage and the new ideas developed by our neighbours.

Concerning point two, and more particularly point one, it can be truthfully said that we view them negatively, defensively and with distrust. Whether planning uses education for the purpose of political stability (such stability must come from other elements), or education becomes gradually assimilated to the interests of economic powers, these ideas are quite unlikely, at least for the moment, to raise enthusiasm in all those who, in one way or another, are attached to the Swiss school system as it has played and it still plays its part for generations.

It may be that such considerations bring to mind a situation where individualism verges on anarchy and where frightened and backward parochialism prevents any progress towards a rather coherent concept of education in Switzerland. No doubt the excessive compartimentalization in cantons raises problems from the point of view of transfers of population. Complaints are made, and rightfully so, regarding obstacles encountered by a child whose parents move from one part of the country to another. In a single linguistic area, curricula may be so different that the transfer to a so-called "parallel" class may find that the child cannot keep up and must repeat the same year, with all that it may imply from the emotional and psychological point of view. The complications stemming from the use of very different methods and textbooks are not always offset by the advantages of freedom granted to teachers; from the point of view of budgetary expenditures, the situation must prove to be very expensive, although it is very difficult to advance any figure due to the lack of reference points.

Such are the factors which are gradually compelling the schools of Switzerland to come into increasingly closer contacts; the process of rapprochement--it is impossible, once again, to speak of planning--makes use of the Federal Maturity Commission, the cantonal departments of education and teachers' organizations.

The previously mentioned Federal Maturity Commission has as a task to coordinate, through its control over examinations, the education given at high school level. Unobtrusively, it compels the schools which want to be granted the right to give these degrees to offer certain courses which might otherwise be neglected. They are compelled to maintain a high quality in their education. This is not in any way a Government interference in education; however, this control is a sort of supervision and its regulatory function should not be underestimated.

A new regulation is under consideration to allow the students who have received a type C maturity certificate (science) to go on to the university and study medicine. The adoption of such a plan would bring about changes in the curricula of scientific sections of certain schools and would therefore tend towards a certain unification at the college level.

Other commissions may be established as the need arises. The commission which drew up the report on federal help to universities (the so-called Labhardt Report) is probably the most advanced example of attempted planning in our country. This commission was set up to estimate the future needs of Swiss universities, to compare these and current needs and to induce the federal government to financially participate in a large development plan, although the institutes of higher learning in the country would retain complete freedom of action. This plan has brought about a considerable amount of interest among the public at large because it was precisely an attempt to reconcile, in a very diplomatic manner, the interests of higher education and research, the independence of the institutions providing such educational research and the rights inherent to control of assistance.

The cantonal departments of education are striving to find areas of agreement in the field of official curricula and textbooks. They are acting under public pressure, on the advice of teachers' associations, or because they must reduce budgetary expenditures. The Romanche cantons, with their devotion to federalism, have achieved considerable progress in this direction. Mention is made for the first time of a Romanche elementary school; mention is even made of a Romanche secondary school and progress is gradually being made towards a common date for the opening of the school year! This is indeed a very modest example of planning; however, it represents considerable progress on the way to inter-canton co-operation.

Primary and secondary teachers' organizations contribute to this evaluation in varying degrees and at various levels. They would like to be heard more and exert a greater influence on the course of events. However, they are only advisory bodies. They speak for their members and suggest to the authorities the desirable or necessary reforms. They are heard or consulted; however, their advice is not binding. It is therefore necessary to enlist the support of public opinion in order to bring about some co-ordinated action during parliamentary debates. Furthermore, the decisions of the educational authorities can be put to a referendum and must then be approved or rejected by the people through a vote. This procedure may explain the somewhat cautious advance of the Swiss education in a rapidly changing world.

However, the internal force represented by teachers' organizations should not be underestimated. In the last analysis, the teachers are the school. They are those who, within the framework of the laws and regulations, give a vital impulse to education. Through their organizations, the teachers in different cantons are brought in touch with one another, they suggest possible changes and improvements, maintain a degree of alertness and show the path to be followed. The German language teachers in French-speaking Switzerland have just achieved a considerable measure of success through remarkable teamwork and unified their textbooks, although not their curricula, for the benefit of teachers and students alike.

It is in such a perspective that the possibilities of improvement of Swiss education should be viewed, as well as its adaptation to a modern world. Always on the alert, but conscious of a long and worthy tradition, Swiss educators are striving to do their job through mutual understanding, service to the community and great patience which should not be mistaken for stagnation. This type of education is the reflection of the country; it is weary of inordinately vast and inhuman plans which might threaten the very diversity which it keeps within the greatest concern; planning is sometimes too close to a process of levelling down, and Switzerland is a country born out of its mountains.

Thailand

THE EDUCATION SOCIETY OF THAILAND

B-17, English

A

It would be of advantage to clarify the two terms: social philosophy and educational planning. The first is vague, while the second lends itself to multidimensional interpretation. Thus educational planning may refer to planning at the national, regional, provincial and local levels; or planning according to the types, streams and levels of education; or planning according to a long-term, medium-term and annual basis. In Thailand educational administration is relatively centralized. Various planning bodies within the central administration work together to determine the social goals at the national level. Social institutions such as family, religion, government institutions, military, economic institutions, and, more important, the King would help to set up the national goals. In a transitional society such as Thailand today, one cannot fully comprehend any one of these social institutions which continually and, sometimes drastically, modify each other.

Historically, the budgetary allocation for education in Thailand was determined annually by the Budget Bureau. In the past six years the National Economic Development Board (NEDB) exerted significant influence on the broad development of formal education, especially in matters pertaining to developmental, as distinct from regular, types of educational projects which formed part of the six-year economic development plan (1961-1966). For the next five-year plan (1967-1971), the procedure is roughly as follows:

The NEDB determines the over-all rate of growth of the national income over the planned period, as well as the sectoral rates of growth. At the same time, the order of sectoral priority will be set and the budgetary resources over the period allocated accordingly. Thus during the next five-year plan formal education, which enjoys a high order of priority, will be allocated double the amount allotted for the previous plan.

Within the ceiling of this five-year allocation, the educational sector will propose educational projects which are geared to realize the broad developmental policy for education. This educational policy is worked out by a high-level committee representing all levels of education, the Budget Bureau and the NEDB, as well as the Manpower Planning Office.

It will be noted that the composition of the committee reflects the modern approach to educational planning, whereby the educational plan is consciously articulated with the economic and social development plan of the country. As and when the machinery for planning is perfected, and the newly established Labour Department has developed the mechanism for assessing the short-term and medium-term employment situation, this agency can and is expected to play an important part in this type of manpower and educational planning.

Long-term educational planning has been initiated. The agencies mentioned above are also expected to participate in the planning process. The nature and purpose of the long-term educational plan, covering a period of 20-25 years, differ somewhat from those of the annual and five-year plans; hence the contribution of the various agencies are likely to differ from the case of the annual or five-year plan.

In all types of educational planning at the national level, every effort is made to involve, inform and consult the various departments within the Ministry of Education, and, through the National Education Council, the various universities. These agencies and institutions are free to comment on and modify the plans in the light of their administrative and operational experience and policies.

In the past decade the Ministry of Education promoted the process of decentralization by means of delegating considerable administrative and operational power to regional and provincial educational development agencies. This project was also designed to enlist the participation of local leadership and resources. Apparently for lack of qualified personnel, budgetary support and slow growth of local involvement, the project is due to be terminated.

The above account, while describing the process of planning and agencies involved, may be summed up by saying that the agencies that determine the proportion of government expenditures on education as a percentage of the national income and the national budget are really the National Economic Development Board and the Budget Bureau, subject to political decision at the ministerial and cabinet levels. It is noteworthy that a considerable proportion of total educational expenditure is determined by the private sector, i.e., pupils and their parents, as well as private schools.

Ideally, educational planning should encompass all levels and types of education--public and private, in-school (formal) and out-of-school (informal). This type of comprehensive planning serves the useful purpose of ensuring that the interaction of internal forces within the educational system is given free play, and that the whole educational system can be geared to meet economic and social as well as educational objectives more effectively. (However, such a comprehensive plan can become very unwieldy, especially when detailed considerations are taken into account.)

Comprehensive planning lends itself well to the solution of a balanced educational development by levels, types and streams; by the share of responsibility to be undertaken by the government and private sectors; by the emphasis to be laid on formal and informal education; and by determining the total share of educational expenditure and cost in relation to national resources and the claims of other sectors to the total resources of the nation.

In most developing countries attempts to correct imbalances within the educational system at one point are bound to affect other points also. Thus the expansion of enrolment at the secondary level to meet middle-level manpower will require an expansion in the enrolment in primary schools and an improvement in the primary graduates' academic quality. Further, more teachers of the right type of qualification and specialization will be needed for secondary schools, and hence teacher training will have to be expanded and reoriented. At the higher education level institutions of higher learning will have to expand not only to provide additional teachers but also to provide sufficient leadership in terms of quantity and quality.

Viewed in the light of the above consideration, educational planning in Thailand approximates closely the concept of a comprehensive approach. The actual process of planning is, however, somewhat disjointed. Take, for instance, the first comprehensive plan of 1963. This was a joint undertaking of the Thai planning agencies and two teams of overseas experts: an AID Task Force and a Unesco Mission. The Joint Thai-AID Task Force dealt with the target-setting for the economic and manpower parts of the plan in its quantitative analysis. The quantitative analysis was not carried through into the educational sector, so that the numerical targets in terms of enrolment, requirements for teachers and teacher educators, other educational inputs, expenditures and economic costs have not been worked out. In spite of this, the Joint Task Force has been able to arrive at broad overall policy proposals in education.

The Ministry of Education should be responsible for educational planning at all levels: primary, secondary, and higher education. The cabinet should determine how much of the national budget will be spent for education. This allocation may be set up on the basis of an annual increase of the budget devoted to education, or it might be well to set up the rate of education expenditure against the Gross National Product, e.g. 4-5 per cent. The education plans, therefore, should be drawn up as a part of government policy.

At the present time there are several government agencies involved in educational planning. The National Education Council plans for higher education, while the Educational Planning Office under the Ministry of Education is responsible for educational planning below university grade level. The EPO co-ordinates plans by working with various education departments. These plans and educational projects are submitted to the National Economic Development Board for reviewing. All sectoral plans then will be co-ordinated and used for a planned period. The Budget Bureau under the Prime Minister's Office plays a very important role in this process of planning.

There should be a single planning agency responsible for the national education plan for all levels and types of education. This planning agency should have the full authority to determine the need for budget to be allocated for education both for short- and long-term plans.

B

(1) The Cabinet determines a broad policy for educational aims and development, and, in many cases, sets out priority. The National Education Council clarifies educational aims for higher educational institutions with the Ministry of Education. Previously the Cabinet appointed two national committees, the Committee on Development of Education Under the Karachi Plan and the Committee on Loan Projects for the Development of Education. These two committees work closely with the Ministry of Education in establishing major educational aims. The Society occasionally gives opinions about educational policy and aims through publication, radio and television.

(2) The Ministry of Education and the National Education Council are responsible for the assessment of the existing education situation. Again, the Society through its publications may make any comments on this matter.

(3) The Educational Planning Office of the Ministry of Education and the National Economic Development Board draft the proposed targets. The initial draft is made through the Ministry of Education Director-General Committee. The final decision, such as manpower demands and the financial resources, is approved by the NEDB.

(4) The Budget Bureau of the Prime Minister's Office, before it can authorize and adjust the targets according to the availability of financial resources, will check carefully the targets both for short (annual) and long terms. The NEDB is responsible for the long-term development plans.

(5) The long-term educational plan, once having been approved by the NEDB and the Budget Bureau, is worked out in detail by the EPO working in co-operation with the departments concerned. The annual budget is approved and authorized by

the Cabinet through the Budget Bureau.

Educational programmes are controlled and inspected by various authorities. The Ministry of Education has its own inspectors and director-generals to control and supervise the works within the Ministry. Other government officials also have the authority to inspect the educational programmes: representatives of the Budget Bureau, the Auditor-General, and the NEDB. These various authorities will submit reports about the education programmes in operation. Several measures are taken in order to evaluate the effectiveness of the programmes for the purpose of revising and implementing the plans. Examples are the World Bank (IBRD) Loan Project for the Improvement of Vocational Education, and the Canadian Loan Project for the Improvement of Secondary Education. A secondary education study is being completed by the Educational Planning Office with the co-operation of a Michigan State University team. The results of this study will help the Ministry of Education improve the secondary education programme.

C

The Society has been involving itself in the various stages of educational planning in section B by giving opinions, comments and recommendations, and by writing letters concerning educational planning to various government bodies. Discussion over radio and television, and public panel discussions are also held. The Education Center, a monthly magazine of the Society publishing many articles on educational planning, is sent regularly to authorities for the improvement of educational planning.

Recently The Education Society organized and participated in two seminars on educational planning. The meeting on "The Role of Educational Research in Educational Planning" was assisted by the International Conference for the Advancement of Educational Research in the Asian and South Pacific Region. It was held in Bangkok in December 1963 under the auspices of The Education Society of Thailand and the Faculty of Education of Chulalongkorn University. The 297-page report is widely used by Thai educators.

An educational planning seminar with the theme "The Economics of Education" was held by The Education Society of Thailand in Chiengmai in August 1965. The meeting was held with financial assistance from WCOTP. Participants included more than 100 Thai educators representing all levels of administration. They heard speakers discuss the following topics: "The Economics of Education and the Present Education Management," "Education Investment and Wastage," "Educational Planning for Social and Economic Development," "Primary School Status of Various Districts in Thailand" and "Status of Teachers in Asia."

Recommendations were presented to the general meeting by working groups divided into four areas: policy making and educational planning, development of education according to manpower demands, prevention of wastage in education and improvement of educational management. The resolutions adopted were submitted to the government bodies responsible for educational planning and administration.

It is believed that effective educational planning and improvement must receive support from various levels of administration. Sympathy, understanding and co-operation of teachers are also needed. The Society is planning to hold more lectures and seminars in other parts of Thailand.

Teachers' organizations in other countries should have an opportunity to participate in educational planning by submitting opinions to authorities, conducting research and conducting seminars to improve effective teaching and to promote the teaching profession for the improvement of national education.

The teachers' organizations in every country should share their experiences in the role of organizations in educational planning.

Ecuador

UNIÓN NACIONAL DE EDUCADORES

B-18, Spanish

A

If we consider that planning is a systematic method of acting through the formulation and implementation of programmes aimed at reaching proposed goals within the shortest period of time, at the least cost and under the best circumstances, we will agree that by planning one can arrive better at building or destroying something. In other words, planning can be directed toward good as well as toward evil, depending on the proposed goal. Therefore, it is necessary to establish the objectives which satisfy more fully the community for which the planning is intended. Educational planning, in order to comply fully with its intention, must be inspired by a number of basic principles agreeable to the whole of the population benefitting from that work.

In a democratic republican country such as ours, it is the State, through its political constitution, which sets the general principles that govern society; therefore, the philosophical principles which should inspire an educational plan will be found in the political constitution.

Since education is the basis of the economic and social development of the people, it is necessary that the same constitution of the State set forth, in general terms, the amount of investment which should be earmarked for education. In effect, our constitution states that the budget will give preferential attention to education, which means that education has priority.

On the other hand, economic and social development of a country must be planned. This planning will take into account the various development programmes which the country intends to carry out. These programmes should obviously be adequately financed. In like manner, the policy of the central Government has certain requirements concerning the preparation of the budget, while the administration needs certain elements for the normal development of its activities. Therefore, these three sectors which have to do with the problem of the allocation of the funds at the disposal of the Government every year must have direct participation.

These aspects have been recognized in Ecuador, and thus the Commission on Financing is in charge of preparing the general budget for the nation. Besides the necessary technical advisors, this Commission is made up of the following officials: (a) the Minister of Finance as the representative of the executive branch; (b) the chairman of the National Planning and Economic Co-ordination Board; (c) the director of the Technical Department of the administration and (d) a representative of the legislative branch.

The draft proposal prepared by this Commission is examined by the National Congress for its final approval.

All types of education, public and private, in-school and out-of-school, have one same purpose: the education, instruction and training of the individual. A plan considering each one of these fields separately or individual planning for each one of these fields would divide the efforts and split up their activity. Undoubtedly they could better fulfill their aim if included within a single plan of action.

Ecuador has a single plan, called the "Overall Education Plan." Overall insofar as it includes all the aspects of education from pre-school to the higher level, and also because in it one finds all the types or kinds of schools, such as fiscal, municipal and private schools. It should be pointed out that not only has the acceptance of the private school sector been obtained, but also its decided support, perhaps due to the fact that it participated actively in the formulation of the Plan.

Since education is a primary function of the State, which invests a good part of its budget in educational services and is in charge of seeing that it develops within the best possible conditions, educational planning falls under the competence of the State. It can undertake this planning, however, as part of its governmental policy or it can entrust an independent agency with the task. In the first case there is more continuity between planning and the execution of the plan, while the second case lends itself to a certain divorce between what is planned and what is actually done.

In Ecuador, the State itself, through its Ministry of Education (Planning Department), has taken charge of educational planning, and is putting it into operation by means of its other executive agencies.

However, in order to see that the Plan does not become an isolated effort within the development process, the Educational Planning Department has been careful to establish the necessary co-ordination with the National Planning and Economic Co-ordination Board of the country to the extent that the Education Plan is but one of the programmes within the General Development Plan. And it could not be otherwise, because the latter determines the policy to be followed--the goals which the country proposes to attain within a given period of time--and education can only be its immediate collaborator by preparing the human resources required for the accomplishment of the General Plan toward the better development of the country.

With regard to changes, we do not think it necessary to introduce them yet; we are rather awaiting the results of the present situation in our country.

B

In accordance with planning techniques, the first Ecuadorian Education Plan went through the following process:

The overall Educational Planning Department, established in late 1960, began by compiling all existing valuable studies on the condition of education in our country. Once the first inventory had been completed, it had to be complemented with research on all those aspects which had not been taken into account in the previous studies, or which were doubtful.

The teaching profession began to co-operate starting with this first step. Most of the existing works were written by the teachers themselves, and the various provincial organs of the teaching profession participated in the research activity.

After gathering the material, it was made available to the planners, who in turn promoted a series of seminars and round-table meetings to study it and to arrive at conclusions. The participants in this stage of the work, according to the various cases and needs, were teachers, educational leaders, parents, several economic sectors, bodies which in one way or another had to do with education, and the teachers' organization through representatives of UNE. For the first time the demand from the different social and economic sectors of the country was answered. These Commissions were the ones which determined the strengths and weaknesses of Ecuadorian education up to that time.

With this material, the plan began to take shape. The financial possibilities were measured and the necessary readjustments made to ensure that the expectations were in line with the economic, human and material resources available for this work.

Then Liaison Commissions were appointed to review the Plan by sections, being careful to maintain an adequate co-ordination with the other programmes or parts of the Plan.

Finally all those papers were collected to make up the Ecuadorian Education Plan, leaving it up to the Planning Department to provide it with unity.

Once the Plan had been drawn up the national Government appointed a Commission of distinguished teachers and economists for a final revision. Pertinent adjustments were made on the basis of their recommendations.

Following the approval of the Plan, it was gradually put into effect. The information and training of teachers was among the first steps contemplated in the Plan. This training is done through numerous regular and short courses, one type being the vacation course, which is almost exclusively under the direction of the UNE in all the provinces.

In order to up-date several legal provisions and educational regulations to make the Plan viable and to recognize new guarantees for the teaching profession, laws concerning education are being reviewed at the present time. To this end, a Commission of Educators has been appointed on which the Unión Nacional de Educadores is represented.

The implementation of the Plan is in the hands of the Ministry of Education; however, the implementation is also most important to the teachers themselves. For this reason, the respective organs of the profession are intent upon giving all their co-operation.

The last step is that of evaluation. To this date, partial assessments have been made of the various aspects of the Plan. The Unión Nacional de Educadores has participated actively in these evaluations.

C

A country can have a technically devised plan. It can have a plan which clearly shows the advisability of its implementation for the good of the country. Authorities can lend all their support to its execution, and all the economic sectors may agree with it, but if the teacher remains indifferent toward it educational reform will not be carried out, because the teacher is the only one who can set that machinery in motion.

In accordance with this, the organizations of the teaching profession must participate actively not only in the plan's implementation, but in its formulation and evaluation as well. If it is a working document which is placed in the teacher's hands, he must first let his authorized voice be heard during the formulating stage, so that when he tries to put it in practice, he will not do it by mandate but by conviction; he will not do it because he needs to but because it is his duty.

Planning is a long process when one attempts it for the first time (a) because of the scope of the work, the different aspects one faces and the problem of giving them unity, and (b) because of the lack of material and experience in this field.

But once this activity has begun, the results are extremely satisfactory.

When planning has followed through the various stages efficiently, replanning becomes easier, because the final evaluation serves as the basis or diagnosis for the new plan.

If the plan has been prepared with sincerity and with the pertinent technical recommendations, it can withstand the attacks of politics, so common in our countries, because it has taken into consideration the national reality and aspirations, apart from any political partisanship which at a given moment might be harmful to it.

Educational reforms cannot be undertaken haphazardly, because in wanting to cover one aspect the rest are overlooked, and eventually these come to hinder the progress of the former. Every educational reform, therefore, must be found within a planning scheme in order to obtain the desired results, to ensure that it has been sufficiently studied and that it fulfills the demand voiced by the majority of the persons involved.

In planning, various sectors of the national activity must give their decided support, but mainly, this is the responsibility of the organizations of the teaching profession.

Rhodesia

RHODESIA TEACHERS' ASSOCIATION

B-19, English

While the need for educational planning may be obvious, the purposes of such planning are not always clearly understood, nor is consideration given to their relative importance or to the impact of one on another. Thus one committee may stress the need for relationship between teacher training and school population trends, while another stresses the relationship between the expansion of the educational provision and the economic growth of the country. Another dealing with the content of the curriculum may have in mind mainly university entrance qualifications, while another dealing with the same problem will give greater stress to national manpower requirements. Politicians will be susceptible to the greatest vote-getting proposals, while the educationist is thinking of the needs of the pupils and the development of their personal abilities to the full--independent of their immediate economic value or political appeal.

True planning will call for a full appraisal of (a) the development of the full personal abilities of the students; (b) the maintenance and development of the national cultural heritage; (c) the impact of the education system on social development and order; (d) the basic requirements of trade, industry and the general economy for the training of those employed in these national activities; and (e) the contribution which the national economy can afford and make to the educational system.

Care must be taken that this full appraisal bears all these factors in mind and does not give undue attention to any one in particular.

This, it is considered, can be best achieved by the establishment of one overall committee responsible only to the Minister for determining the social philosophy of the educational planning and to advise on all aspects of such planning. This would be a widely representative committee. It would be advised by two working committees: (a) professional and (b) social and economic.

The work of the professional committee would primarily be dealing with organization and types of education offered; the scope of the curriculum of the various courses; the training of teachers, ancillary services and equipment, and the functions of school staffs; the relationship of the schools, etc., with higher education on the one hand and with trade, commerce and industry on the other; and inspection and progressive development of educational services. This committee, while widely representative, would present the findings and recommendations of the professional educationist to meet the claims of the economist and sociologist's committee.

The work of the social and economic committee would be primarily dealing with the manpower needs of the country, while at the same time bearing in mind the social and cultural needs of the people as a whole, the preservation of their heritage and the stimulation of social and cultural development. It would be within its power to give consideration to and make recommendations concerning the proportion of the national income to be spent on education.

While the above committees would be non-governmental, the above scheme assumes that school education is organized as a national government activity. However, it is not considered this should preclude the existence of any form of private educational agency. Indeed, the private school system allows for experimentation, which is not easily possible within a government system, as well as meeting the needs of private conscience or religious scruples.

The university or universities and other forms of higher education must also be considered within the purview of these committees, and indeed should be well represented on them. No attempt has been made to suggest actual representation on these committees, since this must depend on local circumstances.

The plan outlined above does not exist in Rhodesia. Being a young country with limited resources, educational development has largely followed that of countries with an advanced system familiar to the administrators--mainly Great Britain and South Africa--adjustments being made to meet the local requirements. Most, if not all the administrators have had training and experience under one or the other of these systems and this has been supplemented in recent years by visits to and study in such countries as the United States and Australia. Government, too, has been advised from time to time by commissions, members of which have been leading educationists or education administrators from these and other educative systems. When a country is in relatively early stages of development there are advantages in using the lessons learned by the more advanced or wealthy countries. But it is considered, nevertheless, that a standing committee set up as proposed above to advise the Minister would be of value in co-ordinating all the various facets of educational and economic planning in the country.

At present there are advisory boards, whose function is to advise the Minister concerning the development of African education and non-African education respectively. In addition, there are regional advisory boards. The fact that there are two boards is historical, arising from the fact that the Europeans just continued the system of education they had in their country of origin, whereas the desire for education by Africans is a much later development. Also, while European education is largely by government schools, African education, although very largely financed by government, is in private mission schools. But, African education is making rapid strides and much of recent development is common to both systems.

The work of these boards, however, is not effective planning, but rather deals with problems as they arise. Even the professional officers cannot give time to the overall planning that the proper development of the human resources of the country requires. They are far too occupied with the day-by-day problems. This does not mean that there is no attempt at planning, and the fact that commissions have been appointed from time to time does indicate that specialist-experienced recommendations are appreciated. What has been lacking is the co-ordination of recommendations with the national economic and sociological needs.

For planning to be effective it must be continuously under review. Advisory boards, composed generally of interested amateurs, do not provide either the expertise or opportunity for a full study of the problems involved. But it must also be realized that small developing countries cannot be expected to have either the resources or the experts available for a standing commission.

The Association has stressed from time to time how essential it is for it to be represented on even advisory boards. The constitution of the boards has been on a personal basis, with the result that, though leading members of the Association have been nominated by the Minister for membership on the boards, they have attended in a personal capacity and not as members of the Association, or in a professional capacity. The Association has, however, recently been promised a revision of this policy in favour of direct representation of the Association.

Besides the advisory boards, the Ministry does hold Round Table Conferences with the professional associations. These, however, are not engaged in wide-scale planning as much as dealing with problems arising from day-by-day administration, conditions of service, etc.

The Institute of Education has recently organized an Advisory Council on Teacher Training, on which the teachers' associations are represented.

When commissions are appointed, the Association makes representation on points within the terms of reference of the commission that are within its cognizance, but it is not considered that this is a sufficient contribution towards a full co-ordinated plan of education.

It is for this reason that the Association welcomes various statements in the Draft Recommendation Concerning the Status of Teachers drawn up jointly by the International Labour Organisation and Unesco. We would particularly refer to sections 11(m), 88, 90 and 91 of this report in connexion with the part the professional associations should play in educational policy and planning:

"11.(m) There should be close co-operation between competent authorities, organizations of teachers, of employers and workers, and of parents as well as cultural organizations and institutions of learning and research, for the purpose of defining educational policy and its precise objectives. . . .

"88. Authorities should establish and regularly use recognized means of consultation with teachers' organizations on educational policy and school organization, upon new developments in the education service and upon the effect of administrative requirements on the work of teachers. . . .

"90. Teachers' organizations should be entitled to participate in making policy and in developing standards related to teacher supply and to entry into the profession.

"91. Authorities and teachers should recognize the importance of the participation of teachers, through their organizations and in other ways, in steps designed to improve the quality of the education service, in educational research, and in the development and dissemination of new improved methods."

Sudan

GOVERNMENT SECONDARY SCHOOLS TEACHERS UNION

B-20, English

Our Union regained official recognition in October 1964 after being dissolved for a period of six years. During this period the Ministry of Education set up a ten-year plan for education (1961-70). It was clear that this plan was not based on the correct principles of educational planning.

When the Union began to function in November 1964, one of its main responsibilities was the criticism of the ten-year plan. The criticism showed the drawbacks in the plan and made it clear that the plan did not take into consideration increasing the number of children in the schools. The plan aimed only at increasing the number of schools, without giving any consideration to staffing and providing equipment for these schools. For this reason, it became clear that the percentage of illiteracy after 1970 would be higher than the percentage at the beginning of the plan.

In 1963 the Minister of Education, regardless of the aims of the plan, ordered the opening of many schools in the different stages of education, because he thought that the plan was not ambitious enough to satisfy the need of people for education.

The plan set by the Ministry suggested two stages of six years, but the Ministry neglected these stages and the educational system continued with the same three stages as before the plan was established: elementary--four years, intermediate--four years and secondery--four years. There is also a pre-elementary education period for three years which does not qualify the child for any further education.

From this general survey it is clear that the Ministry of Education was not keen to adopt and execute the items and the principles set in the plan. Educational expansion depends to a great extent on the occasional increase in the number of schools.

Addis Ababa Conference for Educational Planning--1961

Although the Sudan was represented as a member of the Conference, it was clear that the ten-year plan was not in harmony with the resolutions of Addis Ababa Conference. The Sudan did not execute the plan of the Addis Conference set for Africa.

The Role of the GSSTU

The Government Secondary Schools Teachers Union was the most active of the teachers' unions of the Sudan in attempting to achieve a wise policy in the field of educational planning which would provide for the education of a large number of people, thereby decreasing the percentage of illiteracy. The Union suggested that the Ministry of Education establish a national council for educational planning which would include all sectors of the community who have interest in the development of education. The council's duty would be to help the Ministry of

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Education in setting up an educational plan and in financing it. The Union published a number of research papers dealing with educational planning, and the Executive Committee of the Union made personal contacts with the ministers of education, outstanding personalities and parliament members for the purpose of adopting the idea of the national council for educational planning. These attempts proved to be successful when the present Minister of Education agreed to the idea of the council.

Believing that poor office organization within the Ministry of Education was responsible for the ineffectiveness of the present system of education, the Union supported the organization of education on a local basis. At the same time, the Union suggested that the Ministry of Education be made more effective than it was by including highly qualified cadre.

The Union held a number of lectures and discussions to keep the people well-informed about the need for educational planning. One of the great achievements of the Union is the Arabicization of the syllabuses for secondary schools which will make the educational plan much less expensive.

The Union succeeded in convincing the Ministry of Education to form a national council for private education. This will make the educational expansion of private schools in harmony with the general education plan.

Efforts were made by the Union and other teachers' unions to establish a section in the Ministry for educational planning. This newly established section is currently busy in setting a plan in harmony with the principles of the 1961 Addis Ababa Conference.

In conclusion, we can say that teachers' unions in Sudan have begun to play an effective part in the field of educational planning and the Ministry of Education has begun to consider the views of the teachers through their organizations. We hope our efforts in this field will succeed.

France

SYNDICAT NATIONAL DES INSTITUTEURS
B-21, French

Introduction

Any planning system presupposes a will to use the resources of a country as rationally as possible with a view to gradually achieving the objective which has been established, in keeping with the orientation which has been determined for this purpose.

This explains why the examples of planned economy are quite different from one another and why the decisions which have been made do not always appear to be directed towards social progress and human advancement, as these terms are generally understood.

However, it is not surprising that, regardless of the political system of the country under consideration, teachers are deeply interested in planning in general; they are aware of its impact on national life and have always felt they must play a part in this field. Where educational planning is concerned it is therefore quite normal that teachers' organizations try to express, even to impose, within their own limitations, their point of view, while taking account of the actual potential of the country.

In the context of the theme under study, the term "educational planning" appears to have two rather different connotations. In the first place, it indicates the general policy followed in the field of education; however, inasmuch as education is a public service, it should fall under a larger Ministry of National Education, to be defined later, which would define its doctrine and specify its orientation. It also covers what is generally called "planning"; in its more limited sense, planning is primarily a forecast of physical requirements to be met within a certain period, together with the means to achieve this end.

In order to keep in line with the spirit of the questionnaire, we will always consider the problem under these two aspects, although we may tend to make a rather sharp distinction between them.

Regarding educational planning, a definition should be given of its objectives. If we adopt the rather wide connotation of "planning" as indicated above, and if we establish an order of priority among the four objectives enumerated in the questionnaire while changing their wording slightly, we believe that educational planning should serve the following purposes:

(a) To help each individual develop his own personal abilities to the full so that he may rule the machine instead of becoming its slave.

(b) To take into account the prospects of economic development of the country so as to utilize available skills to the greatest possible extent, although manpower and employment considerations should not slow down the progressive increase in the cultural level.

(c) To promote national social development as a direct consequence of the two previous objectives. Such social development should not necessarily lead to "political stability"; however, it should bring about a constant improvement in social justice and human dignity.

(d) In the last analysis, to enhance the national cultural heritage.

Starting from these general objectives, the authorities--at all levels--who are responsible for the development of education should never lose sight of a certain number of guiding principles which concern the interests of children, the dignity of man and even the general interests of the nation:

(a) To ensure to all, regardless of social condition or geographical location, the same basic elementary education, without which no culture is possible (importance of pre-school education and of a quality elementary education).

(b) To prevent premature career decision; guidance should be based on abilities and skills more than on economic requirements--above all social origins should play no part at all.

(c) To give as large a role as possible to general education in order to facilitate possible changeover.

(d) To increasingly develop continuing education.

In the field of education, as in any other field, planning must be based on objective data based on as accurate as possible statistics and estimates of population, social and economic needs, and national resources. However, we should not forget the importance of the human element in the problem, if only as a means to qualify statistics which do not express the whole situation.

Since, within the overall plan, education falls under the responsibility of the Ministry of National Education, the role of planning should be: to determine the situation which is to be achieved at the end of a particular stage (number of pupils, teachers, equipment, research); to evaluate the actual situation at the beginning of the plan regarding the same factors; and to assess the total financial cost involved and its distribution by sector and by stage.

Such a planning process presupposes that the State has total responsibility for the whole education. For education to be rational, competition must be suppressed; or at least there should be no sector free to develop anarchically, particularly as regards the opening of new establishments and the type of education available. After these general considerations, we will slightly modify the suggested outline in order to study what is done at the present time in France regarding educational planning, what could be planned in conformity with our point of view as trade union teachers and the lessons to be learned from our experience.

I. Present Situation in France Regarding Educational Planning

The Ministry of National Education is responsible for educational planning. At the present time the Ministry includes the Minister of National Education (with the various branches), the Minister of Youth and Sports, and the Secretary of State.

The Ministry of National Education specifies the links between the various branches of education, their respective importance, the length of compulsory school attendance, the processes of guidance, examinations and the main stages of what we might call the educational reform. To this effect, it acts upon the advice of the Higher Council of National Education and of the Educational Councils.

The most representative teachers' organizations are represented on the Higher Council of National Education and on the Educational Councils Also, the organizations may intervene directly with the Minister or the interested ministerial agencies when new laws are being drafted. The SNI has often exercized a considerable influence in this way.

There are several criticisms which we must make regarding educational planning in our country. In 1965, membership in the Higher Council was changed and teachers' representation was decreased to the benefit of some other interested parties. With an increasing frequency, important laws are drafted without the advice of the teachers' organization. For several years, the Minister has been implementing the educational reform as decided by the Government without truly taking into account the advice of the Higher Council or even its negative votes. However, this is unfortunately the general trend of governmental policy in France at the present time. As a matter of fact, this unfavourable development is in accordance with the present political system in France, which is increasingly tending towards personal power.

Educational planning as such falls as a whole under the Commission for School, University and Sports Facilities (Commission de l'équipment scolaire, universitaire et sportif), which in turn falls under a general planning office, namely the Planning Commission.

The Commission for School, University and Sports Facilities of the Fifth Plan (which is the plan in operation at the present time) includes 85 members representing the most diverse areas of French administration and economy. There are two representatives of the Syndicat national des instituteurs (SNI). The Commission is divided into seven working groups which are studying the number of students, investments, use of investments, staff, supplementary means and social action, youth and sports, and the implementation system of the plan.

Since the French planning system is rather recent (education began to be planned only in 1952), the terms of reference are still ill-defined between the Ministry of National Education and the Planning Commission. However the following details may be indicated:

The role of the Commission for School, University and Sports Facilities includes "assessing the existing educational situation and performance in relation to these aims, priorities and policies; setting future educational targets consistent with national needs; and testing the feasibility of these targets" (starting from several assumptions). The Commission works on the basis of information and advice received from the Ministry of National Education, which is itself informed by its university and departmental branches. The SNI is strongly represented and quite influential in the departments; it is also represented in the University Commission on School Distribution. There is a permanent link between the Ministry and the Plan through an "educational plan service" in the Ministry of National Education.

The Planning Commission is informed in turn through its regional commissions for facilities and development (commissions régionales d'équipment et de modernisation de territoire). It also receives the advice of the Economic and Social Council. There are also various working groups.

At the present time, teachers' influence is limited. The Federation of National Education (which includes among its members the majority of teachers at all levels) has only two representatives among the 85 members of the Planning Commission. It has 10 representatives in the various working groups, and only one representative on the Economic and Social Council. However, it is possible to exert some influence during the preparatory work by correcting certain data or contesting certain orientations.

Although the Planning Commission sometimes raises a few objections with the Ministry of National Education in support of its budget, it is not, however, in a position to play its full part. The fact is that the Government makes the major decisions concerning the plan and its various priorities in conformity with the orientation of its general policy and independently from the first estimates of the Planning Commission. Since the Parliamentary majority is a docile one, these decisions are easily approved.

In the non-privileged sectors, the plan has no other choice, then, than to "distribute scarcity." For example, at the end of 1964, the Government established the expenditures of the Fifth Plan in 1965 for the Commission on School Facilities between 28 and 26 billion francs and invited the Commission to distribute this figure among its various projects. The Commission stated at that time that this procedure might "imply abandoning some of the objectives." Finally, in conformity with the overall policy, the Government set the budget for national education under the Fifth Plan at 25.5 billion new francs, which led the Commission to state that "the Government should proceed to an agonizing reappraisal of the objectives of the educational policy."

When the Parliament has adopted a plan, drafted according to the above procedure, it must then provide for means of implementation--and these, as far as national education is concerned, fall solely within the annual budget.

Through the machinery of the educational districts, the Ministry of National Education assigns the teachers at all levels and distributes funds for construction and equipment. The influence of teachers is rather moderate at this stage, although our organizations do press for their claims to the Ministry during the period of budget preparation. The organizations are also active at the district level in connexion with the distribution of posts and funds. However, in the present state of affairs, there is a clear trend on the part of the Administration to limit our influence.

As already indicated, the plan is not based on actual and foreseeable need, but on budget availibilities. Quite often the same situation prevails regarding the budget, so that in the last analysis, the situation deteriorates and education is barely keeping pace with population increase; it is not in a position to really improve teaching and conduct research.

II. Educational Planning From An Organization Point of View

In our opinion, education is primarily a collective task. Education is dependent on the state of the nation: it is dependent on the political and economic situation, but also on its past and future prospects. Therefore, education is a national service, which is to be managed democratically in the interest of the country. This is the basic principle underlying our philosophy and our action.

It must be mentioned that the current situation in France and in particular the fact that the Government is granting subsidies to denominational private schools and paying their teachers led us to nationalizing education in a politically more favourable future.

Such nationalization would achieve complete seculiarization of education, which is in conformity with French traditions.

Taking into account this position of principle as well as the above criticism, planning could be envisaged as follows (it being understood that planning is taken in the larger connotation as defined at the beginning of this study):

1. The Ministry of National Education would determine the social philosophy--teacher training organization, distribution of various branches of education, training and use of teachers, structure and implantation of schools, etc--both in school and out of school. This general policy could be defined with the help of and in consultation with an advisory board including: representatives of the Government, representatives of the teachers (teachers' associations), and representatives of

the parents, i.e. the users. Similar mechanisms could be established at other levels (educational districts). Quite obviously the ultimate decision falls to the Government, which means that, in a democratic system, it falls under the ultimate responsibility of Parliament.

2. An Educational Planning Commission would then use these general principles, as well as other data, to establish the necessary estimates concerning the requirements, the means available and the schedule of implementation, as already mentioned in the introduction.

We have also stated already that sound planning should not give free rein to the private sector.

The Planning Commission should include representatives of the interested sectors, as mentioned in the above paragraph, also representatives of other sectors of activity.

The essential point is that the estimates or, better said, the proposals should not be established on the basis of financial availabilities but on the basis of actual requirements in a given direction. The Educational Planning Commission should review its estimates at each stage of implementation.

Quite obviously, determining the share of national income to be invested under the plan in education as well as in other activities, together with implementing the plan through voting its successive budgets, is the responsibility of the political power and, as we already mentioned, falls under the sovereignty of Parliament.

Conclusion

The system which we advocate above is applicable in a country where, on the one hand, education is considered to be a national service and, on the other, democratic institutions are functioning normally; in other words, a country where a truly representative Parliament is allowed to play its part.

We have criticized in passing the present French system; we shall not dwell on such criticism. We may recall however that we are dissatisfied for three main reasons:

1. The teachers are not sufficiently represented in all the organisms involved in planning, in the wider connotation of the term (Ministry of National Education, national planning commission and regional bodies); the present Government is trying to reduce such participation even further.

2. The Government is making decisions without taking sufficiently into account the advice of consultative bodies concerning the general trend of the educational reform.

3. The plan is not established as it should be on objective data and in the light of actual needs of the country; it merely distributes the funds given by the Government, which establishes in a dictatorial manner the main priorities, giving, for example, the highest priority to the striking force, super highways and telecommunications over national education.

It may be stated, as an economist did recently at the end of a more comprehensive study, that: "a plan can be the best or the worst of things. Conceived with realism and coupled with a wish to put it into effect, it is a powerful means to orient economy in such a way as to minimize costs. But it can also be established and presented in such a way that is no more than an electoral device, a manifestation of the strong need to dupe democracy." And we may even think that there is a little bit of truth in that statement as applied to present-day France.

However, in spite of our present difficulties, we believe that our teachers' organizations have the duty to be heard everywhere possible; they must try and influence policy in the direction of social progress and, more particularly, in the direction of a true democratization of education at all levels.

This is the line of action of the SNI, which is not satisfied with the possibility of dialogue or discussion with the Government, but which tries through its own means to exert a real influence in policy-making. In so doing, we are obviously meeting with considerable difficulties under the present circumstances; however, it is quite certain that our action does have an influence; and above all, we are aware that we are preparing for a better future.

Ivory Coast

SYNDICAT NATIONAL DES ENSEIGNANTS PUBLICS DE CÔTE-D'IVOIRE

B-22, French

As many other newly independent nations in Africa, the Ivory Coast is currently making considerable efforts in the field of education, which it rightfully considers as one of the best guarantees of economic and social development.

At the Addis Ababa Conference in May 1961, the African States undertook to achieve by 1980 "universal, free and compulsory primary education; secondary education for 30 per cent of students who finished their elementary studies and higher education for 20 per cent of students finishing their secondary studies." The States also undertook to devote 4 per cent of the national income to the financing of education in 1965 and 6 per cent in 1980.

In order to achieve such objectives, educational planning must be integrated in the general economic and social development plan.

When implementing the Basic Law of 1958, the first Government of the Ivory Coast noted that it inherited an educational system with the following flaws:

1. The school pyramid was unbalanced to the benefit of elementary education and to the detriment of secondary and higher education.

2. The number of drop-outs considerably decreased educational efficiency.

3. High operating costs constituted a heavy burden on the budget.

4. The educational system did not adequately prepare the students to life in a modern society.

In order to increase educational efficiency, efforts are required in the following fields: change in curricula and teaching methods; control of drop-outs; decrease in costs without imparing quality, and educational planning in the light of the labour requirement.

As early as 1960, with the help of a Unesco mission, the Government gave a new orientation to education in the Ivory Coast. In the various commissions which established the plans for national education, the Syndicat national des enseignants publics participated at all levels.

This vast programme has been adopted by the people and by the Chief of State who presided himself during the fourth Convention of the Party of the Cultural Commission which studies educational planning. In the National Assembly, the Chief of State stated that it was necessary "to use every possible means so that school attendance will reach 100 per cent in the Ivory Coast within ten years."

The development of school attendance in the Ivory Coast first followed a quantitative approach. Until 1964 expansion was continuous and rapid at all levels. The year 1964 marked the beginning of a new stage of "qualitative improvement." The Ministry of Education, by fulfilling its true mission, i.e., to train youth in the light of individual skills and in accordance with economic and social developments, is trying to put into effect the concept of a self-contained education cycle which would be capable of giving the country the workers which it needs at all levels while ensuring the advancement of the best students.

Henceforth, passing from one class to another is subject to an aptitude test; in this manner, the general level will be upgraded and the students will be in a better position to pass their examinations or go on to higher studies.

Concentrating as it did on a massive effort, the preceding period has not always allowed for a harmonious development of education at all levels. It was therefore necessary to establish a sound planning procedure, which would take into account the financial possibilities as well as the prospects for economic and social development. Its main objectives are improvement in the quality of teachers, the adaptation of curricula without impairing the cultural level, the use of more active and more concrete pedagogical methods, as well as a full documentation of the disposal of teachers at all levels.

On the other hand, the University, the Higher Normal School, the Normal School for Vocational Education and the National Pedagogical Institute are training qualified teachers.

From now on, education in the Ivory Coast is a continuous process from the beginning of the elementary school to the highest university level; the pyramid is a complete one. The range of specialities at the various levels is as large as possible. The organization is complete and the leaders are on the job.

The job ahead is to improve methods and curricula, to perfect legislation, to obtain a better yield from education, to increase the portion of students finishing a complete educational cycle and obtaining a degree, to better integrate education in the economic development of the country, and to develop a civic sense which cannot be seperated from general culture in order to strengthen the feeling of nationhood.

The Ivory Coast devotes an increasingly important part of its resources to developing and harmonizing the various branches of national education. Since 1960 the share of general budget devoted to national education has increased from 3 billion francs (CFA) to close to 7 billion, that is an increase of about 120 per cent within five years. This share, which represented 12.6 per cent of the overall budget in 1960, has gradually increased to 21.8 per cent, which places the Ivory Coast among the first states devoting a large part of their resources to the education and social development of youth.

Political Aims and Priorities in Education

Pre-school education is offered to the children in the three to six age group in infant schools or classes. It is relatively recent in Ivory Coast, since the first such classes were opened in 1961. Its role is important in that it enables the child to acquire the elementary French which he needs in the elementary school.

There are at the present time in the Ivory Coast six infant public schools in the cities with a total of 21 classes. On the other hand, 52 schools, including 25 private schools, have opened infant classes which give a beginning education to the young children.

Elementary education covers six years; two years of preparatory classes, two years of elementary classes and two years of middle classes.

Although established for a long time in the Ivory Coast, private education has not developed at the same pace as public education. The private schools receive a subsidy from the Government every quarter and are placed under the pedagogical supervision of the school authorities.

At the present time elementary education allows for the attendance in school of a large number of Ivorian children. The extension of primary schools has allowed for an increase in motivation in favour of the economic development of the country.

Over the whole territory, local communities display a true desire to send their children to school. An example of this is the voluntary building of schools in villages.

The rapid development of public education has considerably increased the national awareness and strengthened the political unity of the Ivory Coast.

The fact that there are teachers in every village constitutes a cultural and social advance which is not negligible in the country.

Secondary education started its true development in 1958. At that time it was organized from an administrative point of view. Secondary schools are divided into three categories, each with a specific orientation: the Dabou Normal School and the normal colleges train teachers; high schools and colleges are giving the so-called "long" education which leads to the baccalaureate and to higher education; the senior elementary classes lead to the B.E.P.C. (Brevet d 'études du premier cycle) and train the middle managerial class to work in public and private sectors.

However, three very important events which took place after 1958 should have a deep influence on and lead to a reorganization of secondary education. They are: the implementation of the plan for economic and social development; the establishment in October 1958, of the Centre for Higher Studies in Abidjan, which became in 1961 the Centre for Higher Education and in 1963 the University; and the establishment of the Higher Normal School in 1962.

The plan for economic and social development acted as a stimulus and showed the path which had to be taken in the field of higher education; the specialized higher schools had to give the necessary training to the leaders which were required by both public and private sectors.

Teachers in secondary education

In order to meet the requirements of an increasing number of classes, secondary schools require a more extensive staff each year. This staff is still composed mostly of French technical assistance personnel, which gives a sound basis to secondary education.

However, two very important facts must be noted: the increase in the number of native teachers and the participation of foreign technical assistance programmes. The native teachers are either teachers with a master of arts degree or teachers for general education. This increase which began three years ago goes on at a quicker pace. It shows the fortunate consequences of the establishment of the Centre for Higher Education, which became the University of Abidjan, and of the Higher Normal School. Foreign technical assistance is represented by the members of the Peace Corps of the United States, the first of whom arrived in the Ivory Coast in October 1962.

Technical Education

The establishment of technical education and specialized teacher training adapted to the requirements of the economy is very recent in the Ivory Coast. The technical high school in Abidjan was opened in 1958. It replaced the technical college, established in 1948, which trained a large number of assistant teachers and of assistant technical teachers, as well as public works employees. The centres for industrial and trade training at Treichville and Bouaké were established in 1960; they duplicate exactly similar French schools. Similarly, the schools for industrial and commercial training in the cities as well as the rural technical centres were established only four or five years ago.

It should be noted that until 1963 the placement of students has not always been in accordance with the true function of this type of education. The responsibility for this state of affairs is not the result of a lack of adaptation of technical education, but is the result of the interplay of the law of supply and demand. The fact is that Civil Service was attracting the largest number of students. This situation has been reversed since 1964 and it may be said that at the present time the majority of students coming from technical schools find employment in the private or public sectors. It is obvious that this trend will go on increasing in the future in view of the prospects for economic and social development.

Technical education in the Ivory Coast has at least two goals. As a middle goal, the demand for professional workers and foremen must be satisfied, and therefore emphasis must be placed on professional training activities. In the long run, the national economy needs a managerial class which would facilitate reconversion and retraining required by an accelerated industrialization and an expanding agriculture.

In order to meet the needs of national economy, technical education must adapt its curricula and methods to the national reality. Emphasis is placed therefore on pedagogical research which is concerned not only with curricula, schedules, methods and processes, but more particularly with co-ordinating the various types of education.

Finally, permanent study commissions with limited membership must follow the adaptation of education and work in co-operation with the Labour Office in connexion with the placement of students. Advisory bodies which should be established include a Refresher Council and a Technical Education Council with a commission on apprenticeship and professional training.

Higher Education

Established in 1958, the Centre for Higher Education in Abidjan became a university in 1963. The University of Abidjan meets several basic needs: the training of the managerial class, similar to that given in European universities; the establishment of programmes which would take into account the requirements of Africanization; and the extension in various schools which aims at developing a type of education which is adapted to African realities while completing the education started in previous establishments.

As an example, the Law School is considering a course in African law and in the study of customs from a legal point of view. The School of Science, in addition to the Africanization of certain certificates, envisages a certificate of tropical ecology. In the Liberal Arts School efforts toward Africanization will be particularly strong. In order to supplement the M.A. in history and geography, two new certificates will be established: African history and tropical geography. A centre of sociological ethnology and a centre of tropical geography have been established to associate the training of research workers with education.

The University had to give first priority to the most urgent needs and establish special curricula for the training of technicians, teachers and managers. It has as a task now to recruit in the fields of law, science, literature and human sciences a number of research workers, organized in institutes, who will tackle the study in depth of the African world.

The Higher Normal School in Abidjan trains teachers for secondary education as well as prepares inspectors for primary education and specialists in teacher training. Opened in 1962, the Higher Normal School accepted 50 students in the first year. The students in the Junior High School section receive training which is adapted culturally and pedagogically to the local environment. The future elementary school inspectors receive a very extensive general and professional education as well as a practical initiation to administrative problems under the supervision of an elementary school inspector. The students in the Senior High School section are learning teaching methods while pursuing their studies to the M.A. level.

The Higher Normal School is organized in the light of future requirements for elementary and secondary teachers in the Ivory Coast and more generally in Africa. The school is open to French-speaking students from neighbouring states under conditions which have been agreed upon by the interested governments.

Profitability of Education

1. Elementary education. Repeats and drop-outs are particularly numerous at the beginning and the end of the cycle. This is not abnormal if we take into account the fact that learning the French language in the first year offers some difficulties for the young Ivoirians and that the last classes lead to an examination.

2. Secondary education. Passing rates decrease considerably at the end of the third year in view of the selection which is made at the end of the first cycle; correlatively, the rate of drop-outs increases sharply at this level. The rate of repeats, which is relatively low in the fifth year, is a direct consequence of the phenomenon mentioned in connexion with the third year.

3. Vocational education. The promotion rates appear to be over-estimated; actually, their high percentage is a normal one if we take into account the fact that, since its establishment, this type of education has adopted a very rigid selection policy which will be also felt in the passing rates in the final examinations.

The SNEPCI, which is striving for social progress through all its activities, supports educational planning as it stands now. The organization is convinced that the best way for developing education is to integrate it in the national plan, to place it at the service of the nation, that is, to give back to the school its original mission.

The future prospects are a natural consequence of the preceding remarks. They are full of hopes and promises.

The main task is primarily to turn the school into a profitable investment, a melting pot where the citizen of the future is developed.

Netherlands

NEDERLANDSE ONDERWIJZERSVERENIGING

B-23, English

A

In The Netherlands practically all education, both public and private, is paid for by the State. It is mainly Parliament that decides what portion of the national income is to be spent on education. Educational planning in our situation should be directed to all education that is paid for by the State. An educational plan should deal with all education from infant school to university, public as well as private. The Government should be responsible for the planning. Supervision over the planning rests with the Parliament. In this planning, however, organizations which have responsibility in the educational field should be consulted.

The scheme described above does exist in principle in The Netherlands, but has been inadequately realized. The main objection is that so far the plans of the Government have not been laid down in comprehensive plans covering more than one year at a time. There are partial plans, but the main plan is made for only one year and is presented in the yearly estimate which is submitted to Parliament. Further, the teachers' organizations are not adequately consulted in setting up the plans. As a result of all this, educational planning is too much an internal departmental affair and is not enough of a public matter. On this point we are expecting some improvement, for last year the Minister of Education promised, under pressure of Parliament, to submit a priority scheme to Parliament for the current year. Also, on 1 August 1968 a new Act governing all secondary education will come in force which binds the Government to draw up a plan each year for the new schools to be paid for in the next three years.

B

Educational planning in our country is realized as follows:

1. In the first instance, the major educational aims are set by educational organizations, political parties, scientific investigations, organized trade and industry, and religious groups and life-conceptional groups. The aims are discussed in Parliament during the debate on financial estimates. From this exchange of views the Government will ultimately distil the points to be taken up in its policy, which will then be put in the yearly budget.

2. The balancing of the aims against the actual situation takes place in the groups mentioned under stage 1, which may or may not be consulted during this balancing process by the Government. Instances in which the advice of our organization has been adopted include (a) a systematic plan for decreasing the pupil ratio in primary education; (b) the setting up of a programme for the realization of the school Act mentioned above; and (c) the formation of the new Act for continued education.

In spite of these favourable examples, we are of the opinion that the teachers' organizations are not sufficiently included in educational planning. In our opinion, a statutory body, on which the teachers' organizations are represented, should be set up to provide the Government with public advice.

3 and 4. One of our main objections to the present situation is that too often the Government appears to consider the existing difficulties (shortage of buildings, shortage of teaching staff, lack of financial means) as an obstruction to the completion of its task. As a result, some measures are postponed year after year. This policy should be replaced by clear, comprehensive, long-ranged plans. In this respect we hope for improvement under the scheme of priorities requested from the Minister of Education by Parliament.

5. The carrying out of a plan, where not otherwise provided for by the law, is charged to the Government after Parliament has voted the required funds.

6. The evolution and adaptation of a plan for the development of education is a task of the Government under the responsibility of Parliament.

Note: In the above stages it must be recognized that planning is only considered from a national point of view. Remarks with regard to regional and local planning have not been made. Since we are so far from having a systematic, long-term educational policy in our country, it was difficult to differentiate into the six stages as requested.

C

As a result of the present situation, our organization has had little experience with educational planning. With regard to certain tasks, it has been proved that an approach according to plan by the organization provides results. The abovementioned improvement of the pupil ratio in primary education was not undertaken by the Government until our organization, together with the two private organizations, developed a plan to this end.

At the moment, our organization is conducting a programme to realize improvements in basic education. In August 1965 we published the report "New Educational Forms for 5- to 13-14-year-olds."

A handicap for our work is that the teachers' organizations in The Netherlands are very numerous and are too small to set up a good research bureau. We realize the necessity of such a bureau with permanent staff working in the field of educational research. Such a bureau could provide the policy-making bodies with permanent advice.

ASSOCIATION OF TEACHERS IN COLLEGES AND DEPARTMENTS OF EDUCATION

B-24, English

Educational planning, in the sense of establishing the scope and priorities in investment in educational provision, whether of financial resources, manpower or buildings, should cover all levels and types of education, public and private, in-school and out-of-school. That is, it should take account of all levels while allowing considerable freedom of action to different sectors within the plan both to make recommendations and also to carry out the programme.

The Government must determine how much of the national income and budget should be spent on education, and, as in Great Britain the Government represents the majority party in the House of Commons elected on democratic suffrage, the electorate ought to be able to exercise powerful influence on both the amount to be spent and on the basic social philosophy which prevails. Although this will vary to some extent as political parties in power change, there are signs that some basic similarities in tune with the times may tend to emerge.

All groups, particularly those concerned with education and especially the professional organizations, must see to it that the electorate is well informed on educational matters, and that in the Government of the day, Treasury-dominated policy does not prevail over a full assessment of the national needs. Furthermore they should regard themselves as leading architects of innovation and change, especially in the fields of curriculum, methods and institutional organization, all of which have implications for future planning.

Over-all plans for education must form part of a coherent Government policy. Unless they are seen in proper relation to plans for (ex.) welfare, transport, defense, they will have little hope of becoming effectual. Educational planning, however, should draw to a very large extent on the deliberations and conclusions of independent agencies, and from enquiries of an objective character set up by the Government.

Governments in Great Britain try to establish and clarify the major educational issues by setting up special committees of enquiry, Royal Commissions, Prime Ministers' Committees, or by calling for reports from the permanent Central Advisory Council or other advisory councils. Planning as such, however, does not appear to be carried out in this country according to the logical stages set out in the document before us. The Report of the Fifth Conference of European Ministers of Education says about the United Kingdom, "All forecasting and planning is carried out by the Education Departments in conjunction with the General Register Office (on population) and the Ministry of Labour (on manpower)." However, in the section on planning, Table 1, Planning and Investment in Education, says "There is no national educational plan, but on the basis of improved and extended statistics, an increasing number of forward projections are being made (of school population, demand and supply of teachers, places in higher education, educational expenditure). Further developments can be expected in conjunction with the proposed National Economic Development Plan and the Manpower Research Unit now established in the Ministry of Labour."

Successive Governments have certainly not lacked well-informed advice, but have failed to establish priorities, and appear to be suddenly influenced by some persons or bodies which have failed to carry the advisory and special committees set up to advise. Moreover, reality, in the shape of more children, or further demand for school places, arising from legislation, is always catching up with and overtaking the plan. This is, presumably, because planning is not carried out far enough ahead and because financial resources allocated to educational expansion have not been great enough to carry out the policies adopted. The weakness has also been caused because insufficient resources have been devoted to research. This area seems to be improving at present as not only are more resources being voted to research through universities and colleges, but certain resources seem to be made increasingly available by such agencies as the Nuffield Foundation, and have a marked effect both directly on research and by example on such matters as feasibility exercises for projects on language and science teaching.

The Association of Teachers in Colleges and Departments of Education is the main professional organization concerned with the training of teachers. The position with regard to consulting the Association has been improving over recent years, but has suffered a recent set-back with the failure to call together the National Advisory Council for the Training and Supply of Teachers on which the Association had important representation. It is represented on the recently set-up Schools Council, which deals with curriculum change and research, but in our opinion is not sufficiently represented.

If professional associations are to be effective in fostering research amongst their members and contribute to planning through participation in committees and advisory councils, they must themselves have well-informed professional personnel at their disposal. The participation of members in a voluntary capacity will always be the driving force of professional associations, but the association itself has to be aware of future trends as well as current problems. It must carry out its own pilot investigations and feasibility exercises so as to be able to press for further action on a national scale in a well-informed way. This is the advice that we would offer to our colleagues concerning participation in planning.

Cameroon

FEDERATION NATIONALE DES ENSEIGNANTS PRIVES DU CAMEROUN

B-25, French

Teachers' organizations must participate in educational planning so as to achieve the basic objectives of WCOTP in all the countries in the world. In the absence of a sound transformation of contemporary technological conditions of education, no civilized nation could conceive a true education, because no progress can be achieved without collective efforts.

Those who wonder about the part played by teachers' organizations in educational planning find eloquent results in the educational reforms achieved by democratic countries.

Virtually all teachers' organizations are aware of the economic conditions in which man is struggling and which must be improved by educational planning. Such factors as industrialization, character training and vocational guidance in accordance with a specific social environment, are among the aims of educational planning in a developing society.

By their participation in educational planning, teachers' organizations do not aim at changing the national school system overnight, but rather at conducting an action geared to the execution of a detailed plan in order to correct as quickly as possible the serious injustices which beset the most neglected segments of the human community.

Teachers' organizations play a part in cultural integration and to this end are using modern methods and techniques; their purpose is to meet the human needs and ideals. The primary element, the "human man," is at the forefront of their preoccupations, as is the dismal school situation which is the result of tyranny.

Every country needs an accelerated school system which includes all levels and types of education so as to give an education to all children; there are, however, many children who cannot go to school and remain illiterate. We are fighting against the scandalous educational planning system that some countries inherit from others and which does not include all children.

Teachers' organizations are making governments increase education budgets, and train more teachers, to reduce the number of children per classes and to open or modernize new classes.

This is the reason why teachers' organizations hope that every country in the world will adopt a modern type of education geared to the new man living in a new world. This is a demand which is based on the hope for a new generation free from prejudices and fears, which would show its greatness through its courage. In other words, education will have as a task to train free people who will know how to think by themselves; education will be provided through classroom teaching, radio, cinema, television and other powerful communication media.

We have already won a great victory by establishing teachers' organizations which are affiliated to a great world movement (WCOTP) against the authority which some governmental and religious forces were using to mould our thinking. However, we feel that our victory will be greater when we will play a part in educational planning. Our main demands are: an increase in technical education; the decentralization of administrative facilities and the establishment of specific borderlines between technical and administrative functions, so as to avoid any interference; and school co-operation in educational work, so as to give a good pattern to education.

Canada

CANADIAN TEACHERS' FEDERATION

B-26. English

Introduction

Public elementary and secondary education is under the jurisdiction of the Departments of Education in the ten provinces of Canada since the right to legislate in regard to education belongs to the provincial governments. There are, therefore, ten autonomous systems of education in Canada and procedures for educational planning vary from province to province. In order to provide single replies reflecting as nearly as possible the national picture, we have tried to summarize information received from our affiliated provincial teachers' organizations. It should be noted, however, that there may be exceptions in some cases.

A

Society as a whole, including all its component groups such as labour, business, industry, humanitarians, as well as educators, should determine the social philosophy on the basis of which educational planning should be carried out.

In Canada, governments determine how much of the national income and budget is spent on education. Interested agencies, therefore, should make their views known to government and funds for education should be determined only after consultation with educators, economists, sociologists and others who are qualified to give advice in this field.

Education is a continuing process and as such an overall single plan is desirable. Since the Canadian constitution gives all responsibility for education to the provincial governments, educational planning is carried on mainly at the provincial level. Over the years, however, the provinces have transferred some responsibility to the national government in such fields as higher education, educational research, adult education and some aspects of vocational and technical education.

The final responsibility for educational planning rests with governments, but it is generally agreed that there should be an independent agency representing professional educators and other groups concerned with education to advise the politicians. At the present time, most governments consult teachers' organizations and other interested groups, but in many cases their influence seems to be more apparent than real. Professional educators ought to be deeply involved in educational planning. An independent agency, therefore, with resources to conduct objective surveys and studies, should be the vehicle to transmit the views of teachers and others to government.

The general pattern that governments are responsible for educational planning, and make decisions only after consultation with those best qualified to advise, is perhaps true in theory. In practice, however, machinery for such consultation on a regular or planned basis is inadequate. Consequently, professional educators tend to have a very limited influence on decisions.

B

(1) In each province final decisions are generally made by the Minister of Education on the advice of his department. In most cases, however, governments do not have systematic procedures for effective long-range educational planning. Decisions are often made on an ad hoc basis to meet immediate needs or emergencies.

It is true that few major decisions are handed down by provincial governments without seeking the advice of teachers' organizations. Nevertheless, the lack of adequate procedures which would ensure that decisions would be based on exhaustive studies by qualified independent agencies is a source of concern to many of the teachers' organizations. In an effort to improve the present situation and avoid piecemeal and unco-ordinated planning, one provincial teachers' organization is at present expending considerable effort and funds on a long-range planning project, and extensive and intensive studies are currently in progress at both the provincial and local levels. The scope of this particular project relates to all six stages set out in the questionnaire.

(2) In general, the teachers' organizations are consulted with respect to the areas indicated, but strictly objective and comprehensive studies in most of these fields are lacking. There appears to be a need for greater co-operation with and involvement of professional educators in attempting to reach desired goals. In some provinces the teachers' organizations have worked independently in this field and have passed their findings on to the authorities. Others, however, are required to utilize most of their resources for the immediate needs of teacher welfare, tenure, working conditions, etc., which has prevented them from making any significant contribution in the broader fields of educational aims, policies and priorities. Across Canada today teachers' organizations are now devoting an increasingly large proportion of their resources to the broader issues in education.

(3) In recent years Royal Commissions have been established in several provinces to assess the current situation and make recommendations for the future. In each of these provinces the teachers' organization spent considerable time and effort in preparing a brief which was presented to the Commission. The Commissions presented reports to their governments and their recommendations may contribute to the formation of a plan to set educational targets consistent with the needs of the provinces concerned. The national needs, however, are met only insofar as these provincial needs happen to coincide with needs at the national level.

(4) The feasibility of targets depends to a large extent on available finances since adequate funds are required for the implementation of most educational plans. Since financing education is the responsibility of government, the teachers' organizations at both national and provincial levels have made representations to their respective governments for greater financial aid to education in an effort to avoid adjusting targets which are considered essential. For example, the Canadian Teachers' Federation has presented well-documented briefs to the federal government asking for financial assistance to correct a severe imbalance in educational opportunities across the country. The national organization and its provincial affiliates believe that this goal or target of providing equal educational opportunities to children in all parts of Canada is not only feasible but also fundamental, and they have been and continue to be persistent in their efforts toward achieving it.

(5) The basic difficulty at this stage is obtaining governmental approval for plans which educators and others believe are necessary and desirable. If approval is granted, funds and personnel to design and carry out the project or programme are likely to be available.

(6) Teachers' organizations both at the national and provincial levels are constantly carrying out evaluations and publishing their findings, e.g., "Teachers Evaluate Programmed Instruction," "The Effect of Recent Trends in the Financing of Education on the Achievement of National Educational Goals," " A Survey of the Consolidation of Ontario School Districts." The findings of these and other evaluations are made available to the authorities as a guide to whatever revision or other action is recommended.

C

The effectiveness of the involvement of teachers' organizations in educational planning varies from province to province. Many factors contribute to this variation, but generally the teachers' organizations that have funds and personnel to devote to the broader issues in education and can conduct related surveys and studies are the organizations able to exert greater influence both directly and indirectly by bringing about a change in the thinking of the electorate.

The national organization is constantly alert to proposals and developments in the federal government that have any bearing on education. Its involvement could be more effective if federal government departments would ensure that all matters relating to education were brought to the attention of the national teachers' organization. The present arrangement sometimes results in action being initiated or even completed before the teachers' organization is aware of it.

In general, the effectiveness of the involvement of teachers' organizations, at both national and provincial levels, depends on satisfactory liaison with government and the extent to which government is willing to co-operate with the teachers' organizations.

It is generally recognized that vigorous and informed leadership is important to every teachers' organization. A positive approach is preferable to constant criticisms; nevertheless, teachers' organizations should not hesitate to criticize if it is considered necessary for the good of education.

Teachers' organizations have learned that since curriculum and classroom instruction are two of the fundamentals of the teaching profession, it is necessary to devote considerable time, energy and resources on a continuing programme to improve them.

Teachers' organizations have found that successful educational planning cannot be achieved without the support of the general public. Teachers' organizations believe, therefore, that it is important to try to create a favourable climate in which desirable educational needs can be fulfilled. This would suggest that teachers' organizations should have a good public relations programme which would systematically and appropriately bring their work to the attention of the public.

Conclusion

The Canadian Teachers' Federation and its affiliates have adopted for the two years 1965-67 the theme of "Teacher Education and Certification." It is intended to pursue this theme in depth. The following research studies are being conducted: "Teacher Certification in Canada," "Practice Teaching and Internship," and "Decision-Making in Teacher Education." Basic documents for a national seminar on the theme will include a paper by outstanding educators entitled "The Issues in Teacher Education," and four "viewpoint" papers by a teacher, a theoretician, a superintendent of education and a teacher educator. This comprehensive approach to the subject will provide basic information for those who have the power to make improvements in the present programme.

New Zealand

NEW ZEALAND EDUCATIONAL INSTITUTE

B-27, English

Educational planning has both its national and its international aspects, the one concerned in preparing for the future needs of peoples of a country from the economic standpoint, and the other in assuring the children of the world the fullest educational development that can be obtained. The cultural heritage of the world's peoples and the proper pride in national achievements must be preserved by the teachers' organizations and handed on, or much would be lost of the social heritage of the past. Parallel with this aim, and yet not in conflict with it, is a growing need, more and more recognized for its urgency, for a world-wide effort by teachers' organizations to envisage and put into action planning at the highest level on a world basis.

This brief introduction sets out to indicate the contribution that has been made in New Zealand to this important phase in the history of education by the various teachers' organizations. Even from the early stages in the 1840's in the Colonial time in New Zealand's history, groups of teachers have given thought to planning the development of this country's primary and secondary schools. As constitutional and economic advances have affected the development of this country, so have the teachers' organizations gained in status and increased in respect for their contribution to the education advancement of the young citizens of all ages from the pre-school to the university level. In this connexion the history of the New Zealand Educational Institute from its small beginnings in 1883 has been one of steady and increasing responsibility in the various aspects of educational planning in this comparatively young country. Recent evidence of a success of this joint partnership of teachers' organizations in New Zealand and successive Governments has been the fact that this country has been claimed as being second to the United States in the proportion of its all-time university students, with a figure of 12.2 per 1,000 of population attending universities in 1961.

Teachers' organizations catering for the needs of children of all ages in this country include the Kindergarten and Play-centre Associations, the New Zealand Educational Institute (set up in 1883), the Post-Primary Teachers' Association, the Association of Teachers in Technical Institutes, the Association of Headmasters of Independent Secondary Schools and the Association of University Students.

Of all of these groups representing those who work in our schools and colleges, it could be said without fear of contradiction that the New Zealand Educational Institute and the Post-Primary Teachers' Association have played an important part in shaping educational policy and assisting its development. The Post-Primary Teachers' Association is now a separate organization, but formerly was part of the NZEI. Of these two it can be said that the relationships developed over the years with successive Governments have contributed substantially to advance the cause of education in New Zealand and to uphold the just rights of teachers within the framework of these duly constituted groups. The New Zealand

Educational Institute is the only organization in this country belonging to the World Confederation of Organizations of the Teaching Profession. This strong link between WCOTP and the NZEI has been a powerful factor in the development of educational planning on both national and international planes.

It has been a fortunate factor, indeed, that both the Education Department and successive Governments through their Ministers of Education have shown co-operation with the NZEI in practically every field of education. This has included negotiations affecting the daily management of schools, conditions of service for teachers, building programmes, curriculum development and the forward planning that must be continually taking place if education is not to remain static.

What may be called the daily running of schools has always loomed large in the eyes of the rank and file of teachers. Therefore, the generally sympathetic attention given to tri-partite discussions, often initiated by the NZEI, has done much to improve conditions of service within New Zealand schools and colleges for many thousands of teachers.

In addition to what may seem these more mundane matters, there has been a great deal of planning for the future with the full collaboration of the NZEI, all, of course, within the framework of the finance available to education from time to time. This latter economic factor obviously varies from time to time according to the prosperity of the country, but always on an increasing spiral of Government expenditure.

A growing public awareness of the value of education on the part of parents has strengthened the hand of the NZEI in its approaches to Governments and the Education Department. This has made it possible for the teachers' organization to be associated on the administrative and professional side of planning in education. The Institute feels that this policy of joint deliberations on a partnership basis has resulted in sound policy decisions. A notable example of this has been the work achieved in curriculum planning. New programmes of work and syllabuses have been propounded from time to time and the joint efforts of the Education Department's Curriculum Unit and the Curriculum Committees of the NZEI have resulted in placing draft syllabuses and new approaches to subjects in our schools with a minimum of delay.

In this country, therefore, educational planning is in a real fashion a partnership involving a Government Department, i.e. the Education Department, and the teachers' organization, yet one that is uninfluenced by political expediency or interference. It is doubtful if any independent agency could achieve more than this, certainly not in this country.

It is quite clear that the NZEI is fully involved in establishing and clarifying major educational aims, policies and priorities. In a land where education is free and compulsory from the age of six years to that of 15 years, the clamant problem has been that of teacher training. Recently another year has been added to the length of training required for our primary teachers, and in gaining this momentous step forward, the NZEI has played a full part. At times progress has been halted in this and in other fields, but the Institute has always believed in the value of negotiation and joint planning in all aspects of education. As a result, progress has always been made in negotiation.

In assessing the existing educational situation and performance in relation to our aims and policies, the Education Department has always readily made available any material sought, often including confidential and statistical information necessary in joint consultations. Access to such sources of educational study and research has resulted in many improvements in a wide range of subjects in the schools and in service conditions.

Even in a brief statement such as this, enough has been said to indicate clearly that the teachers' organization, the New Zealand Educational Institute, plays its full part in all aspects of education in the field where its members are intimately concerned. We are fortunate in being faced with a situation where political issues do not affect the health and education of children, young or old, and where all are working together for the betterment of education in a situation where education is available for all.

It is the earnest wish of the Institute that our involvement in the international sphere through the world-wide influence of WCOTP will add something to the solution of the problem of the role of the teachers' organizations in education, and help to bring about a yet closer collaboration between governments and teachers in order that the children of the world's schools will gain the benefits of still better planning in all phases of education.

England

JOINT COMMITTEE OF THE FOUR SECONDARY ASSOCIATIONS
Incorporated Association of Head Masters
Association of Head Mistresses (Incorporated)
Incorporated Association of Assistant Masters
Association of Assistant Mistresses, Incorporated

B-28, English

The Joint Four believes that educational planning, in the broad sense, is essential to ensure that the manpower and materials available are used to the best advantage, since waste of human material and of scarce resources must be avoided.

It is probably true to say that education is the most potent force affecting the development of a human community. Since the health and prosperity of such a community is dependent upon the quality of the individuals who comprise it, it would seem that the first task of education is to ensure that each individual develops his potentialities to the full, so that he can make his unique contribution to the society in which he lives. The production of trained manpower, social development, the preservation of national culture and political stability are subsidiary aims. Indeed, education may need to equip those who are likely to be the leaders of the future with the means whereby they can transform their political structure, national customs or economy to meet future needs as these become identified.

A

The social philosophy on which educational thinking is based arises from the condition of society and its aims. There is a gradual evolution of public opinion, built up from a growing awareness of certain problems and needs (e.g., the need for specialized manpower to ensure economic growth) or from new educational thinking (e.g., the changes in the concept of intelligence and the awareness of the importance of social factors in determining educational progress). Teachers at all levels, including the universities, have an important role to play in shaping public opinion on educational issues.

While the eventual decisions concerning broad educational policy must be taken at governmental level, they should never become a party political issue, subject to constant change as different parties lose or gain control. It is clearly important that these decisions should only be taken after the fullest consultation, and in the light of accurate and up-to-date information, provided by experts, as well as the results of research. The collection of information and the direction of research should be in the hands of bodies which are not involved in party politics. The tradition of an independent civil service, from which the permanent staff of government departments is drawn, and of self-governing universities is valuable in this connexion. A government must take special note of informed opinion, especially the opinion of teachers, expressed through their professional associations, since they are directly concerned with putting its decisions into practice.

The problem of financing education at the national level essentially belongs to the central government, which alone has access to full information and can take an overall view of the economic situation. As the economic and social benefits of educational expenditure are not always immediately apparent, governments should be ready to disregard short-sighted demands for economies. Teachers' organizations and educational administrators have a responsibility to draw attention to the financial needs of education. While the government should determine the extent of the budget for education, it should not exercise detailed control over the way in which it is expended. The detailed control is more appropriately exercised by smaller local bodies such as the Local Education Authorities, established in England and Wales, which are given opportunity to apportion expenditure in relation to local needs.

In England and Wales a complex system of education has grown up over a long period. Progress has not been accomplished simultaneously over the whole field of education, but along a variety of different paths at different rates. Over the years the public sector of education has learned much from the private sector, which has offered more scope for individual enterprise. While there must be a basic plan to establish a broad national pattern and to provide schools, qualified teachers and equipment at suitable levels and in sufficient quantity to meet the needs of different areas, a detailed overall scheme conceived by the central authority might well prove inflexible and might lead to undesirable uniformity and loss of freedom for both teacher and taught. Room must be left for experiment and local initiative, and detailed planning should be delegated to smaller local units to allow for variation. We see a continuing place for voluntary bodies willing to organize out-of-school activities and for private schools which are ready to experiment.

The increasing importance attached to education makes it necessary for governments to keep the ultimate responsibility for educational planning in their own hands. The principal framework, however, should be developed by consultation between teachers at all levels, educational administrators, representatives of industry and other interested bodies. National consultative committees should be set up to advise ministers of education or governments, and should be both financially and politically independent. The Central Advisory Council for Education and the Committee on Higher Education, which produced the Crowther Report and the Robbins Report respectively, are good examples of this type of committee. Their recommendations on sixth-form education and in the development of higher education have been used in preparing plans for the future. Consultation with teachers and others should continue at local level, where plans are implemented in detail.

A good deal of overlap and confusion has been caused by the lack of overall planning in this country. Consultative committees, sometimes with inadequate representation of serving teachers, have produced authoritative reports on different sectors of education, but Governments have been slow to implement their recommendations, and there has been little or no attempt to correlate their findings, or to look at education as a whole. Too many changes have been made without adequate research. The scheme of reorganization recently introduced by the present Government is based on political and social ideology rather than on research findings. Arrangements for consultation with teachers at local level, through local consultative committees or by other means, have not always been satisfactory. Even where a local authority takes steps to sound teachers' views, they are not necessarily given serious consideration. Teachers should not be debarred from serving as full members of local Councils. We should like to see better representation of teachers on all bodies concerned with educational policy, both national and local.

The new Schools Council for the Curriculum and Examinations, established in 1964, is initiating a new approach to planning. It is an independent body on which representatives of all major educational interests, including a majority of teachers, serve. Its purpose is to discuss the whole field of curriculum and examinations, to reach agreement on common problems and common needs, and to publish information and advice, based on research and experiment, about new trends and new developments for the use of teachers in determining their own syllabuses and methods. The Joint Four is participating in the activities of this Council which promises well.

B

Planning in this country has rarely followed the sequence set out in the WCOTP questionnaire. Universal primary education has been established since the beginning of the present century, and secondary education for all since 1944. The diversification of secondary education has been dealt with in a number of separate reports produced by National Advisory Committees. The Crowther Report, "15-18," dealt with the later years of secondary education, and particularly with education at sixth-form level. The Newsom Report, "Half our Future," dealt with the education of the less able pupil between 13 and 16 years of age. There have also been reports on technical training such as "Technical Education" (1956, Cmnd. 9703), "Better Opportunities in Technical Education" (1961, Cmnd. 1254), "Further Education for Commerce" (1958), " A Higher Award in Business Studies" (1964). The Industrial Training Act, 1964, was designed to secure an improvement in the quality and efficiency of industrial training. The needs of special groups are dealt with by publications such as "Slow Learners" (Education Pamphlet, No. 46, H.M.S.O.). The Robbins Report on Higher Education dealt with numbers in technical colleges, universities and colleges of education up to 1980, and the Central Advisory Council is currently studying primary education and hopes to report later this year. The Albemarle Report on "The Future Development of the Youth Employment Service" points the way to further advance in providing career guidance for young people. Teachers' organizations have had opportunity to give evidence to all the National Advisory Committees, and the Joint Four have provided written and/or oral evidence for all those with relevance to secondary education. Most of the committees dealing with education in school have one or more teacher representative serving on them.

When the reports are published, teachers' organizations have a further opportunity to make their views known and to press for implementation of the recommendations. The recommendations of the Report on Higher Education have been accepted by the Government, which has gone some way towards implementing them by increasing the number of places in all institutions of higher education. The recommendation of the Crowther and Newsom Reports that the school-leaving age should become 16 will come into force in 1970. The Industrial Training Act is being implemented in certain industries.

Each Local Education Authority has responsibility for ensuring that there are sufficient places in primary and secondary schools for all pupils within its own area. Plans are submitted to the Department of Education and Science for approval. The responsibility for advising the Government about teacher supply is delegated to the National Advisory Council for the Training and Supply of Teachers. This body produced its Ninth Report last year. It gave details of the numbers and categories of teachers required to staff the schools up to 1980, and suggested the steps which must be taken to provide them.

Educational research is undertaken by a number of bodies including the National Foundation for Educational Research on which the teachers' organizations are represented, the University Institutes of Education, the Department of Education and Science, the Schools Council and the teachers' organizations. Charitable bodies, such as the Nuffield Foundation and the Gulbenkian Trust, sponsor a number of educational research projects. There has been a significant increase in the volume of research in recent years, but it has not come soon enough for it to affect current changes in the schools. The research projects in progress at the present time cover most of the topics mentioned in Section B of the questionnaire.

The Government's National Plan, published recently, suggests the proportion of the national income to be spent on education up to 1970. The Department of Education and Science's annual statistics give information about population trends. There is probably need for a comprehensive estimate of manpower requirements. In the past, planning has largely been concerned with the formulation of aims, building programmes and provision of places for teacher training. Although the advice of teachers has generally been sought nationally, it has been less acceptable at the local level, and teachers are seldom consulted adequately about such matters as school buildings, for instance.

C

It is difficult to assess the effectiveness of teachers' involvement in national planning. Many of the recommendations of the major committees have been in line with the views expressed by our Associations, particularly where secondary education is concerned. The influence of teachers, both direct and indirect, is probably greater than most of them imagine. Involvement, however, is chiefly in an advisory capacity. There is room for much improvement at the local level, where teacher representation on education committees is meagre, and too often there is no machinery for consultation with teachers generally.

Teachers need to be continually vigilant if they are to ensure that they play their part in planning. The teachers' organizations will need to convince planners that teachers have a contribution to make to their deliberations, and that they should be appointed to local committees and Councils.

Switzerland

SCHWEIZERISCHER LEHRERVEREIN

B-29, German

A

There is no nationwide Swiss educational system; the school system is still the most jealously guarded right of the various Swiss cantons. There are 25 different school systems within the Swiss Confederacy, corresponding to the number of cantons.

What these systems have in common as to their goals is that they do not emanate from the State (in terms of organization) or from the needs of society or of economic growth, but from the purpose of education, namely the child. The primary responsibility of the school is not to prepare "Swiss citizens," "farmers" or "scholars," but human beings. The emphasis everywhere is on general education of people. The following introduction to the curriculum of primary schools in Zurich can be given as an example:

"Primary school is a place of general education. It is supposed to teach a certain measure of skills which are essential for a successful life. True education shows itself not exclusively in knowledge and capabilities; its characteristic criterion lies rather in the harmony of a genuine inner life and of the actions that must always be directed toward the well-being of all and never be afraid of light."

We might also consider what the head of the Basle training college, Mr. Muller, defined as the ideal aim of education: "Development of each individual in all his talents, spiritual, moral, physical, aesthetic; the building of what is felt to be a good society; the active discussion with people with whom the individual meets in order to tackle the tasks which he sees, which he sets to himself and to his fellow men and, in this way, looking into the future, to achieve better living conditions for the entire human race."

B

As an example of the role of teachers' organizations in the cantons, we can mention the canton of Zurich, which has the largest number of teachers in the Confederacy. We must differentiate between public (public law) and independent (private law) teachers' organizations.

Public teachers' organizations are the 11 school chapters and the school council. The school chapters comprise by district all teaching personnel active in primary education. The presence of the teachers at the chapter meeting four times yearly is mandatory. The school chapters must submit their comments to the Council of Education (the highest school authority of the canton) on (a) the curriculum, (b) the introduction of new or essential changes in the existing teaching methods of primary schools and (c) important decrees concerning the facilities within the primary school.

The school council includes all regular teaching personnel in public schools of every level from primary school to university. It has the responsibility generally to advise on the means of promoting the educational system; and particularly to transmit to the authorities all possible wishes and proposals for the advancement of the educational system, from the school chapters, the assemblies of higher educational institutions, the university council or individual members. It further has the right to appoint two members of the seven-member educational council.

The Zürcherische Kantonale Lehrerverein, as an independent teachers' organization, has mainly a professional character, but deals also very thoroughly with planning problems in the field of education. That is why the educational authorities transmit to them for notification all proposed amendments or revisions of laws or regulations concerning the school system before their discussion by Parliament.

Through those of their members who belong to the Council of the Canton (cantonal parliament), or through the members of the Canton Council who are closely connected with the teaching profession, the teachers' organization has the opportunity to intervene in the parliamentary debates on educational problems. As all bills are subject to a mandatory plebiscite in the Canton of Zurich, during the vote the association can throw all its weight for or against a bill submitted to the people. To sum up, it can be said that through the unlimited right of the school council to submit proposals, through the right of the school chapters to give their opinion, through the hearing methods and the expression of free views in a democratic nation concerning any aspect of legislation, the teachers' organizations have, on the cantonal level, the maximum possibility of participation, as long as the organizations are willing to take full advantage of this possibility.

C

According to the federal structure of the educational system in the Swiss Confederacy, there is no federal ministry of education and no official teachers' organizations who could co-operate with such an authority. The Schweizerischer Lehrerverein (in the German-speaking part of Switzerland), the Société suisse de l'enseignement secondaire and the Société pedagogique de l'Suisse romande (in the French-speaking part of Switzerland), and other smaller organizations recruit their members on a purely voluntary basis. Their direct influence on the development of education is therefore smaller than the influence of the cantonal organizations. It limits itself mostly to recommendations to the cantonal teachers' organizations or to the purely informative conference of the educational authorities of the cantons. These organizations consider as their main task in these modern times to bring about an adjustment within the 25 different school systems through inter-cantonal conferences, provision of regional teaching material (primers, atlasses, songbooks, wall pictures, etc.), and efforts to reconcile the curricula and the school structures. Through their connexions with foreign and worldwide organizations they contribute greatly to bring new stimuli into the educational system and to avoid the danger of being paralyzed by tradition.

Denmark

DANMARKS LAERERFORENING

B-30, English

Introduction

Of the four basic purposes mentioned in the introduction to the WCOTP questionnaire, we are inclined to put number four in the foreground. If a society permits each individual to develop his "own personal abilities to the full," the other gifts will be given into the bargain.

Perhaps another purpose should be mentioned: a sound democracy cannot thrive if people are illiterate and ignorant; it cannot survive if people are not brought up to be aware of their responsibility towards society and mankind. The better education, the more stability and fairness in public and political life.

A

Teachers of all categories should to a large degree be responsible for the social philosophy which is the basis for carrying out educational planning. But in an active democracy, it would be too narrow if only educationalists took part in the discussion about these important matters which have so much bearing on public welfare. We therefore feel that an educational philosophy must be based on strong public opinion arrived at as a result of a free and open debate. However, teachers and their organizations ought to follow this debate with the keenest interest; they must take part in it and try to guide it, because they are the best specialists available in this field.

In a way it is desirable to have one single plan covering all types of education, but there is a danger of conformity and levelling if you are too rigid. In Denmark we have both public and private schools, and according to our old traditions of political and religious freedom, we think that there ought to be a rich variety of different schools.

The number of private schools is very limited, however. Most of them are based on a special educational or religious philosophy. It is possible to find a few which are based on snobbery of wealth and rank. Of course we are not in favour of the latter type of schools.

No doubt educational planning must be a part of government policy. Many financial aspects which must be considered from a political point of view will always be involved. There is no sense in speaking about planning without being sure of the ability to raise the funds necessary to make the plans work. Naturally other elements besides the financial aspect will be considered by governments before decisions are taken: geographical aspects, population statistics, religious conditions, etc. Pressure groups of different kinds will be at work. Controversial interests will collide. Therefore it would be advantageous to have an independent agency working out plans which in turn could be forwarded to governments for consideration and adoption.

The pattern outlined above exists to a certain degree in Denmark today, but it does not always work as well as we wish. Often there is too long a distance between the intentions of the planners and the practical possibilities of their realization. Before planning educational reforms of great dimensions, it will be wise, first of all, to secure enough teachers, buildings, equipment, scholarships, etc., to carry out the reforms in a reasonable way. Otherwise great disappointments will result, and noble ideas and good money will be wasted.

B

Two educational councils or boards of advisers are appointed by the Government in Denmark and have been charged with the task of planning for primary and secondary education within our ten-year "Folkeskole" (age group 7 - 17). Both of these councils have representatives from the teachers' organizations. These councils, which are to a certain degree independent, are responsible for the evaluation and adjustment of the curricula of our schools on the whole. They must follow current research and educational experiments and give their evaluation of these matters. As for secondary education within our "Gymnasium" (age group 16 - 20), teachers' training, technical education and adult education, we have special committees on which the teachers' organizations are fairly well represented. Furthermore, our Government has recently established a special council for the planning of higher education, especially education at university level. A long-term policy in this field is imperative. Presently Denmark has two universities, with a third university starting this year. At least two more universities must follow in this century.

C

Our experiences in educational planning are not too disquieting. In many ways the authorities have been willing to listen to our arguments and many of our proposals have been recommended by Government officials. Some of them have actually formed the basis of bills introduced in Parliament. On the other hand, we must confess that there is a certain unmistakable tendency in the direction of neglecting our recommendations and perhaps especially our warnings. Of course we support educational reforms, but not all of them. We certainly do not support a tendency to press forward educational reforms without consideration for existing conditions: teacher supply, school buildings, suitable equipment and financial resources.

The lesson we have learned in this field, and the comments we have for the benefit of our colleagues in other countries can be collected in two paragraphs:

1. Solidarity. If the teachers in a country work together, if they are united in a single organization, they will be able to assert a strong influence on educational planning; but if they are split up in different groups fighting each other, the teachers' voice will not be heard.
2. Publicity. Teachers must take part in the public debate. They must never hesitate to influence public opinion. They must always be aware that they are the experts on educational matters, and they must never be afraid of putting forward their case.

LESOTHO AFRICAN NATIONAL TEACHERS' ASSOCIATION

B-31, English

Introduction

The system of education in Basutoland is grant-aided with very few exceptions at the higher primary and the secondary school level. The aided missions are the Church of Lesotho, the Roman Catholic Church, the Church of England, the Methodist Church, etc. There is a great deal of rivalry among the various churches as far as schools are concerned. Because of the existence of rival churches and also the purpose that education is designed to serve, there has never been any definite Governmental plan in education.

LANTA believes that since it is the responsibility of the State to provide the various national services with manpower, it follows that the State must take the responsibility of providing the education that will ensure the supply of teachers, doctors, lawyers, technicians, technologists, engineers, statisticians, bookkeepers, clerks, administrators, secretaries, agronomists, surveyors, etc.

It is not the responsibility of the churches or any voluntary agencies to provide these services, although we accept that they may voluntarily do so and get the necessary support from Government for doing this useful work. We feel that only the State can control and direct education because it wields the authority over citizens and it can finance education through funds collected from taxation and from other sources. Churches finance schools through soliciting for funds and they have no powers of coercion.

We feel that it is high time the State took positive responsibility of primary education, secondary education and the training of teachers. Then only will it be sensible to envisage a comprehensive educational plan, implement it, study the consequences of such a plan, evaluate it, adjust it according to existing resources both financial and human. In a country where resources are severely limited, a planless educational system cannot be justified.

Some Statistical Background

According to the Permanent Secretary's 1964 Annual Report, there were 1,060 primary schools with 165,036 children for the whole territory. The control of these schools is allocated as follows: Government schools, 4; committee controlled, 5; aided mission schools, 958; and unaided mission schools, 93. (Note: different churches are invariably represented on the committees of controlled schools.)

In the Report there were 24 secondary schools (seven of these offer a full five-year secondary education and the rest a three-year course) with 2,752 students. These secondary schools are controlled in the following manner: committee controlled, 3; aided mission schools, 18; and unaided mission schools, 3.

It is clear that far too many children are not able to enter secondary schools.

The majority of secondary schools are designed to accommodate a maximum of 95 students, and five-year secondary schools 150. Only one secondary school has accommodation for 180 students. We consider that this is a frightfully wasteful system in terms of manpower and financial resources. We also consider that the schools are too many and too small. They are also very unwisely located and cannot serve the interests of the nation reasonably.

Our view is that the siting of schools should be very carefully considered and controlled, and that schools should, within the limits of demographic considerations, be evenly distributed in the country. What makes it difficult for Government to control distribution of schools is that competing churches usually start schools as unaided enterprises, and later, when a substantial building has been put up and the institution is apparently making progress, the responsible church then applies for a grant. Sometimes competing churches want to build schools virtually on top of each other. We consider this severely wasteful.

We believe that in Basutoland a secondary school that would be a useful economic proposition should have between 400 and 600 students.

According to the 1964 Annual Report, there were seven training schools with 574 students. All of the schools were aided mission schools. While we appreciate the value of missionary effort, we would, however, strongly recommend the establishment of at least one state training college that should serve as a model and a centre of research and experimentation as well as a centre for trying out some of the plans launched by Government.

The Report states that there were four technical and vocational schools with 513 students distributed in the following manner among proprietors: Government school, one; mission aided schools, three. We feel that the term "technical" is very misleading as these schools really train handicraftsmen and not real technicians as we understand the term. Also, the entrance qualification is too low to make these schools technical colleges. Again, we feel that in this age of technology the State should take a very full and positive responsibility with regard to technical education.

Teachers

According to the 1964 Annual Report, the pupil/teacher ratio for primary schools is 60:1. There were classes of more than 100 pupils, and the total number of teachers was 2,671. The Ministry of Education is trying to solve the problem of large classes by imposing certain statutory restrictions, double sessions, etc. During the past five years the Ministry imposed what is called the "freeze" in the primary schools, which means that during the freeze period no new aided schools can be built and no new teachers can be employed in aided posts.

We think that only very careful planning based upon carefully worked out statistical information may get anywhere near solving this serious problem. Primary schools are badly built, badly staffed, badly equipped, and their whole atmosphere defies good teaching and learning.

The pupil/teacher ratio in the secondary schools was 22.4:1 and there were 123 teachers altogether. We think that secondary education is inadequate and that there is a great deal of manpower wastage and financial loss. We think the ratio ought to be higher, that larger buildings are needed, that there should be greater use of audio-visual aids, well-equipped laboratories, special classrooms, and that there should be a lot of workbooks and other methods that encourage children to work with as little help from the teacher as possible. All this requires careful and sensible planning.

The teacher training schools had 46 teachers altogether and the pupil/teacher ratio was 12.5:1. We consider that too few teachers are being trained every year, that they are very badly and inadequately trained, and that they are not trained with the specific purpose of solving primary school problems. In fact, very often the Ministry of Education imposes conditions that can only scare away prospective teachers from the teaching profession, e.g. the Rules and Regulation of 1965, the contract of employment form, salaries, housing, etc. We feel that this is bound to happen when there is no comprehensive educational plan whose component parts are carefully considered with all the facts taken into account and the liabilities clearly conceived.

Enrolment

The main feature at all levels (including university) is an alarming wastage. This is caused by large classes (primary schools), untrained and partly trained teachers (primary schools), and examinations and other instruments of elimination at all levels.

Primary School Stage: According to the 1964 Annual Report of the Ministry of Education, there were 50,000 children in Grade A (first year of school); 14,000 in Standard IV (sixth year of schooling); and 4,000 only in Standard VI, which is the end of primary education. Wastage is staggering.

Secondary School Stage: Four thousand wrote standard six examinations in 1963 and of these 1,100 entered secondary schools; however, this number includes repeaters in the first year of secondary school. The number of students in the final year of secondary education was 121 in 1964 and of these only 27 emerged from the School Certificate Examinations ready to enter the university, but the university probably rejected some of these on the grounds of failure to fulfil certain entrance requirements, e.g., a credit in English language.

Teacher Training: The number of students who fail the final examinations is absolutely disquieting. In 1964 one school, referred to as "X", entered five candidates for the Higher Primary Teachers' Certificate final examinations and failed all; school "Z" entered one candidate and failed her. In 1965 "X" entered 24 candidates for the Lower Primary Teachers' Certificate examinations and failed 20, and entered five for the Higher Primary Teachers' Certificate examinations and failed the lot.

We think the reason for this phenomenal wastage is that education is entirely neglected by the State, and also it is entirely planless. The Ministry as far as we know has no knowledge of what will happen in education in 1970 or even earlier. We think that the Permanent Secretary and his administrative staff do not really have any grasp of what is meant by educational planning, e.g., when in 1964 LANTA criticized the Ministry for its lack of long-term educational planning, one eminent official of the Ministry replied that this was not true because "there was now a university in Basutoland," and "there had been a number of commissions in the past." Clearly this official of the Ministry was not speaking the same language as we were speaking when we spoke about educational planning. We did not refer to bits and pieces of isolated projects.

Siting of Schools

Twelve secondary and training schools are in the Maseru District and of these eight are in the Maseru town itself, the largest having only 280 pupils. Of the seven training schools five are in the Maseru District, and one of these entered only one candidate in 1964. Leribe, a very densely populated district, has six secondary schools including one high school and one commercial high school. The mountain districts of Mokhotlong and Qachasnek have only four secondary training schools between them. Hence, many children in those vast areas have to attend schools in the lowlands.

The Curriculum

The primary school curriculum is highly academic and does not include practical subjects. Even agriculture is taught as a theory subject and no primary school children are able to put into practice their knowledge of agriculture. The result is a lot of frustration among pupils who have to leave school at the end of primary education. Even girls do theoretical agriculture.

The secondary school curriculum is highly academic and does not include practical subjects at all. The result is that secondary education in Basutoland completely misses its purpose, namely to provide the country with technicians, secretaries, bookkeepers; in other words, to supply manpower for the middle grades in all the ministries, and also to supply the university, nursing schools, training colleges and technical colleges with prospective trainees, etc. In short, secondary education fails to supply the educated public and to feed other educational institutions with students.

The curriculum of both the primary school and the secondary school is designed in such a way that children have to adapt themselves to it, it is not intended to meet the needs and requirements of the child.

There is at present a panel working on the new primary school curriculum; however, we think its composition is not designed to meet the requirements of what the primary school child really needs.

LANTA contends that there should be more democratic consultation with the teachers who will, after all, implement the syllabuses.

Policy

Policy is virtually dictated by the three main missions (a) at District level where they have a majority of representation in the District Advisory Boards (even the teachers who are on the District Advisory Boards virtually represent the rival mission opinions) and (b) at the territorial level where the missions control the majority of the membership of the Central Advisory Board on Education. The present membership of the C.A.B. is Ministry, two; Church of Lesotho, four; Roman Catholic Church, four; Church of England, two; and unknown, two. LANTA's representative was not accepted. Both the D.A.B. and the C.A.B. advise the Ministry on all matters of education in the country. The missions' educational secretaries are the most powerful force influencing education in Basutoland.

Comprehensive Planning

Briefly, we think that all levels of education including teacher training should be tackled simultaneously, but that owing to limited resources, secondary education should be a priority item. We feel that at our stage of development the most powerful instrument of economic and social development is the secondary school, because through the secondary school training colleges will be supplied with the required candidates for training; the university will be adequately supplied with suitable candidates for higher study; the technical colleges will also be supplied with better qualified students; the nursing schools will have better qualified nurses; Government Ministries will have suitable recruits in large numbers; commerce, business and industry need secondary school graduates; and properly conceived secondary education itself raises the educational level of the whole people.

Secondary education should be the first task of the national educational comprehensive planning because we feel that through it all the other aspects of education will be improved. Next must come teacher training, which should always be one of the major items of any plan at all times. Primary education should cover both the academic and the practical aspects of education in order to control the frustration that must be faced by pupils who cannot proceed to secondary education, and to combat the evils of unemployment.

Other Suggestions

At present pupils pay school fees at all levels of education. In fact, from the point of view of parents' liabilities, university education is generally cheaper than at lower levels. We think that there should be a plan to abolish school fees at least at the primary school level and also to start compulsory primary education at a definite date in the future.

The policy of the missions that control education is generally against co-education. We feel that all things taken together, single-sex schools are a terrible burden from the point of view of human and financial resources and also for other practical considerations, such as the psychological problems fostered by separate schools for the two sexes.

Buildings are a very expensive item, but we think that resort could be had to cheaper but serviceable structures like prefabricated buildings. Also, greater use could be made of local self-help, the excellent sandstone of Basutoland could be used for building some really substantial structures.

Conclusion

We are aware that this problem of educational planning is a formidable one and that what we suggest as the method of approach cannot be regarded with complacency. We are aware that for some time to come our country will be forced to depend upon external aid, both human and financial, and we feel that any available external aid should be concentrated on carrying out the initial plan as well as training local manpower in order to replace as soon as possible expatriate staff. We feel that scarcity or even complete lack of resources is reason enough for all educational projects to be carefully planned and closely related to the main national plan. In this manner the amount of waste that goes on under an unplanned system should be minimized or eliminated entirely.

Israel

ISRAEL TEACHERS UNION
B-32, English

Introduction

Four basic purposes of educational planning were defined in the introduction to the Inquiry Outline. Please permit me to express my opinion on the order the purposes of educational planning should be established.

It seems to me that the task of educational planning should start with educating the individual and stress the importance of developing the moral-spiritual qualities of the individual and strengthening his civil consciousness.

The second purpose should be enhancing the national cultural heritage and traditions.

The item concerning the economic growth of the country and trained manpower should follow the item concerning the promotion of social development and political stability.

In accordance with the above-mentioned I shall try to define five purposes for educational planning which broaden and develop the four purposes defined in the questionnaire:

1. To assist every individual in cultivating his personality culturally and ethically and in developing to the utmost both his physical and spiritual capacities.

2. To develop affinity for the national heritage while maintaining a milieu consisting of emotional inspiration and an educative atmosphere from earliest childhood, and this in the course of consistent and perseverant activity designed to strengthen and preserve this heritage in the pupil's awareness throughout all the years of his studies.

3. In civic education, to introduce student activity within the natural pattern of an organized and guided pupils' community--whilst studying and applying the problems of the local community, the State and humanity as a whole--all this as training for the social advancement of the group.

4. To maintain many-faceted polytechnical studies (and not pre-vocational or vocational training before the age of 15) in order to foster various aptitudes--according to the learn-it-yourself, do-it-yourself method, and attending to problems of output, savings, efficiency, product modeling, and like matters--as an introductory stage in the training of the worker in the age of technology.

5. To ensure that the educational system will render possible the most rapid economic growth while developing amongst the pupils the realization that appropriate measures and strict supervision of living standards to avoid slipping into the pursuit of luxuries and ostentation characteristic of certain classes at the expense of underprivileged classes in the population is the most certain road to ensuring the State's stability.

There can be no questioning the importance of economic factors (structures, teachers, etc.), a properly drawn-up programme of studies, and a social programme for the school. However, without a teaching force selected and adapted to the task on a personality and capacity basis, there is no certainty that the fundamental aims in educational planning will be satisfactorily implemented.

The State must release considerable sums for attracting outstanding intellectual powers endowed with leadership capacity and the ability to influence youth for employment in instruction and education. In particular, it must see to it that teachers and administrators of this kind are placed in training institutions for future teachers.

A

The social philosophy on the basis of which educational planning should be carried out should be determined by an educational board which includes representatives of the teachers' associations, departments of education in universities, men of letters and representatives of the public.

The determination concerning how much of the national income and budget should be spent on education is within the competence of the national authorities.

The scope of educational planning should embrace all age levels of education, trends and streams which exist in the country. This plan should also embrace out-of-school education.

A government authority should be responsible for the educational planning which should constitute a part of the government policy. The government educational authority should of course consult the representatives of the educational authorities, including the teachers' associations.

In our country the educational committee does not possess the necessary authoritativeness. Moreover, there is not yet full co-operation between the Government and public authorities such as the teachers' union and the departments of education in the universities.

During the 18 years of existence of the State of Israel and during the 16 years of compulsory free education for the 5-14 age group, the number of pupils has increased seven-fold (from 100,000 pupils to 700,000), particularly as a result of immigration from more than 70 countries.

The physical and cultural absorption of such a relatively great number of pupils demanded of all the authorities, including the teachers' union, educational planning for a short range.

Lately the educational authorities have been showing a keen interest in a general and basic educational planning. (Plans were made for teachers' training, and a debate is being held now on a reform in the structure of primary and secondary education.)

B

The first two stages of education should get priority in the educational planning for the near future.

(1) The foundation is primary education, but the State of Israel, which absorbs many immigrants, faces the task of forming one cultural image of newcomers from many countries and many cultures. Therefore, one of its main educational tasks is the instruction of the Hebrew language with the purpose of making it the everyday language of all newcomers. Pre-school education requires special attention for that reason.

(2) The acute shortage of teachers is the common problem to all levels of

education. About 30 per cent of the teachers employed in primary education are unqualified (about 400,000 pupils are enrolled in primary schools and about 20,000 teachers are employed).

In secondary education school enrolment is about 100,000 pupils and 5,000 teachers are employed. About 40 per cent of the teachers in secondary education have no academic training. The drop-out rate of teachers from the teaching profession is about 14 per cent. Among the teachers who are employed, 40 per cent are relatively new teachers with little experience.

(3) The State of Israel has a supply of knowledge which is mainly concentrated in the traditional professions, namely medicine, natural science, accounting and secretarial studies, but is lagging behind in the field of modern technology.

In the near future education will have to stress the importance of new professions in new fields: electronic equipment, maintenance of technical equipment, supervision of the operating of electronic instruments, and the operating of various machines, including computors. As a result of the technological progress and the changes which are bound to happen in the country in the structure of manpower, in-service training for employees will be required. This stresses the importance of providing a broader and more general education instead of the specific and limited vocational training. A general and vocational education on a high level in the secondary school years will prove to be the best technical training.

(4) The above-mentioned targets will be achieved when 100 per cent of the 15-18 age group continue their studies. Now about 84 per cent of the primary school graduates continue their education. They study in 160 academic secondary schools and 180 vocational schools. Our aim is that by 1970 50 per cent of the pupils will attend vocational schools. In order to achieve this aim the Government increases the budget spent on education. The municipalities and various Jewish societies increase their allowance for secondary education and especially for technical education. The Ministry of Education and the various educational authorities (particularly those which supervise the technical education) are now constructing special buildings which will be properly equipped for this purpose. Moreover, scholarships are provided for in-service training of secondary and technical teachers.

C

The Israel Teachers Union discussed problems concerning educational planning in conferences, committees, its journal and its pedagogical council, but to our regret no permanent committee for educational planning has yet been established.

The Ministry of Education, which is dynamic and excels in its initiative, is doing a lot of experiments, research work and planning, but in my opinion, the fact that the teachers' union does not take an active part in these actions diminishes the value of the planning and particularly reduces the identification of the teachers with the targets of the educational planning.

The important lesson we have learned is that the great energy and even the capital invested in educational experiments and educational planning will be useless if no enthusiastic and dedicated teachers are found to carry out those plans. The teachers' association plays a cardinal role in encouraging the teachers to dedicate themselves to the educational targets which are being carried out.

SVERIGES LÄRARFÖRBUND
SVERIGES SMÅSKOLLÄRARFÖRBUND
SVENSKA FACKLÄRARFÖRBUNDET

B-33, English

A

The Swedish teachers' organizations consider it suitable to answer the questions under Section A with a general outline of the reformation of the Swedish educational system during the last decades:

In 1940--during World War II--the Swedish Government appointed an extensive committee consisting of politicians and experts to submit proposals for a new organization of the compulsory educational system. The investigation was continued in the 1950's by several similar Government committees, along with extensive practical pilot work and educational research. As a result, Parliament decided in 1962 to introduce a nine-year unitary comprehensive school. It replaced all the previous parallel types of schools.

Correspondingly, a series of investigations was started in the beginning of the 1960's in order to reorganize the upper secondary school system (ages 16-18). Proposals for various sub-reforms have been submitted and have also been subjected to resolutions of Parliament. Last year a committee report was published containing suggestions for a complete integration of all types of the upper secondary school--grammar schools, technical schools and vocational schools--into an administratively as well as an educationally co-ordinate school system.

Furthermore, the institutions of higher education have been investigated and are expected to be successively reorganized. Certain organizing changes have already been decided, primarily in regard to a large increase of the number of students.

Pre-primary school problems are also being investigated by a public committee which will consider adding the different kinds of pre-primary school institutions--kindergartens and day nursery schools for children of mothers working outside the home--to the educational system. At present this activity is attached to the social welfare administration.

In the reformation described above, the politicians, in co-operation with experts, determined the social philosophy on which the educational organization was to be based. The decision was made by the representatives of the people--Parliament--who also decide the budget to be set aside for education. An ever-increasing part of the national income has been spent on education, which has now become the second largest item in the national budget. The largest item is expenses for social purposes.

Essentially, educational planning includes all types and levels of education. There is co-operation with the privately administered schools which are generally subsidized by the Government. However, private schools for general tuition are very few. Vocational training is also governed by publicly administered institutions. The public interest also embraces the voluntary spare-time cultural activities of the young and adults, which are very extensive. Government is responsible for the educational planning as a part of its policy. In addition to temporary Government committees, the highest administrative educational authority--the National Board of Education--co-operates as a rule. Currently the Board is headed by a departmental council, the members of which are prominent persons in public life.

Since the existing system is working satisfactorily, the teachers' organizations have no expressed wishes for changes.

B

According to the approved plans, in 1970 all children between 7 and 15 years of age will go through a nine-year comprehensive school; even children in the most distant and sparsely populated regions of the country and children with various kinds of handicaps. In this respect, the reformation of the educational system is almost completed.

The planning for the upper secondary school system, i.e., students aged 16-18, intends to give a two- and three-year education to approximately 85 per cent of these students in 1970. In 1970 the annual entry of students at the institutions of higher education is calculated to be about 22 per cent of the population.

Consequently, the increased resources going to education will mainly be spent on an extension of the upper secondary and post-secondary school systems and of adult education.

The present extension of education has caused a shortage of qualified teachers in practically all sections and is now the most difficult factor to cope with.

The number of drop-outs is almost non-existent at the comprehensive school level and very small at the upper secondary school level. At the post-secondary school level, however, the drop-outs at universities are very frequent and troublesome in certain cases, especially in the humanistic faculties.

The highest administrative school authority has proposed that two per cent of the national educational budget should be set aside for basic research in the educational field. But sufficient personal as well as economic resources are lacking to realize such a large-scale educational research project.

The increase in Sweden's population is very slight, and her commercial and industrial life expands very rapidly. Parallel with that, the number of individuals in education increases, and are for that reason withdrawn from the economic life for a longer time than previously. The nation has tried to solve this problem by encouraging housewives to start working outside the home, among other things by arranging vocational retraining and complementary courses which are also included in the public educational system, and by extension of the day nursery school institutions for children of pre-primary school age.

C

The school authorities generally expect the teachers' organizations to take part in the planning of the future school system. Thus, representatives of the different organizations are regularly given the opportunity to participate in committee work. The organizations continually receive reform proposals on which they are to give their opinions. Rather often the organizations take the opportunity to give their views on and make proposals concerning various educational problems directly through discussions with representatives of the Government, Parliament and school authorities. The teachers' organizations of today have every opportunity to express their opinions, not only by publishing their own journals but also by having the same opportunities as all organizations and citizens.

On the whole, Swedish educational planning is carried out as described in WCOTP's inquiry outline. In every stage of the inquiry outline, the teachers' organizations have the opportunity of following and participating in the planning. They seek, particularly in all vital questions, to take initiatives affecting the future educational development.

The extensive reform activities in the educational field have put a great strain on the teachers' organizations. Looking after teachers' interests in this expansive process has been extremely hard work. Consequently, the organizations have had to increase their staffs. For the last ten years, the executives of the different organizations have had to enlarge their office staffs and engage more educational experts. The present division into several teachers' organizations is quite disadvantageous as larger organization units would have been able to obtain better personal resources to survey the educational development. The divided organizations are due to the former diversified school system. Most probably the unitary attitude towards the whole school system will gradually be the basis of a unitary teachers' organization.

According to the teachers' organizations, looking after teachers' interests in improving salary and employment conditions is of great importance in these times of expansive educational development. Educational reforms demand increased participation of the teachers. In the new school system their duties are far more qualified than previously; society and its citizens demand far more from its teachers as to educational competence and interest, general knowledge and vocational training. While the working hours of different groups of employees are being reduced, teachers' working hours, to a large extent unsettled, tend to increase, not the least due to the fact that today's teachers have to serve as advisers to parents and children in quite a new way. Accordingly, the teachers' organizations have for the last years strongly demanded improved salary and employment conditions, which have so far been but partly carried out.

In connexion with reform activities on the labour market, this year teachers and other civil servants have obtained complete rights to negotiations with the State on equal terms. Teachers' employment and working conditions (concerning, e.g., salaries and working hours) are settled in collective agreements between equal parties: representatives of the State and the municipalities on one side, and the main organizations of civil servants, to which teachers belong, on the other side. In this regard, Sweden's teachers' organizations are to be considered as factual trade unions.

Germany

ARBEITSGEMEINSCHAFT DEUTSCHER LEHRERVERBÄNDE

B-34, German

Foreword

The role of teachers' organizations in educational planning is determined by the way we understand educational planning. The four basic purposes stated by WCOTP in the introduction to its questionnaire are a description of general cultural and political objectives which are not necessarily identical to the tasks of educational planning. It is therefore important, in order to ensure the co-operation of teachers' organizations--at any rate in the Federal Republic of Germany--to enquire about the methods of educational planning, rather than about its content. It is in fact for specific cultural and political objectives that we teachers amalgamated into associations.

In international debates (Unesco programme for developing countries, OECD regional planning), educational planning primarily refers to the scientific rationalization of future decisions, namely the development of the educational system according to uniform projections (equation: best possible economic expansion = social and political stability) which rest on an anticipation of its future economic, social and political possibilities and are obtained by scientific methods. Such educational planning, made exclusively on a scientific basis designed for the general school system, leaves little or no room for the co-operation of teachers' associations and other independent organizations. In as far as such an educational planning is to be developed and implemented according to uniform projections, it is carried out in close co-operation with educational research and with government authorities. With the teachers' organizations rests the responsibility of ensuring the claims and demands of its members.

In countries which are politically, economically and socially less differentiated, it is undoubtedly the most efficient method of educational planning in order to ensure the maximum efficiency of its school systems. As for the Federal Republic of Germany, which is a parliamentary democracy with a great number of politically strong and traditional interest groups, educational planning must be placed on a broad basis, if it is not to get stuck in the planning stage; educational planning should also include implementation. Educational planning in this broader meaning would then be the result of a continuous cultural and political shaping of opinions and purposes between the governmental institutions and the independent social institutions.

It will of course also depend on a scientifically reliable anticipation of the development trends, which result from the rapidly changing economic, social and cultural requirements. On the other hand, the development of the proper projections should be the responsibility of all political forces concerned within our country, whether through public discussions in conferences, in the press, on radio and television, or through the direct co-operation of the corresponding planning agencies.

As far as the educational institutions are public, the final decision lies with the various Parliaments. Moreover, there will not and should not be "uniform" projections, because the cultural, social and economic foundations in a pluralistic society are as different as is lawful in a democracy. The efficiency of educational planning will also depend on the willingness of the independent forces to co-operate, on the realization that in a pluralistic society nobody can say objectively what the right thing is.

Friedrich Edding, internationally known professor of educational economy at the Berlin Institute of Educational Research, because of his work in OECD, described this method of educational planning in the following manner. "Educational planning arises from the joint discussions of all social and political groups and from the study of compulsory subjects within the daily changing reality. Educational planning is the organization of these discussions."

If educational planning is understood in this way, teachers' associations would play a decisive role and have a great responsibility during the discussions on educational and political projections. As educational planning in most countries, as well as in the Federal Republic, is still in its infancy, teachers' associations, thanks to their professional experience, have greater prospects in relation to the competing free social forces. But their potential depends of course on the following:

(a) how great their actual political power (influence and support of the various parties, the social associates, the agriculture) is.

(b) how great their readiness to co-operate is.

(c) to what extent they promote by themselves independent economic and educational research and are able to rely on its results when they make their demands.

(d) to what extent their members are ready to take their own initiative during the implementation of the so-called "inner school reform."

A

Determining the basic social philosophy is not the responsibility of the State, but of its independent democratic forces, among others, the teachers' associations. On the other hand, funds spent by the State for public education are appropriated by the Parliaments.

Educational planning can be, according to their political target, in the form of long-range or medium-range programmes. In any case, they should be variable and adaptable to the different levels and branches of the educational system. For instance, medium-range programmes could be more suitable at the university level because of the rapid development of science than at the school level which needs long-range planning.

The private school system and out-of-school facilities should be understood statistically, but should only be included by the State in the planning of its appropriations and in its supervisory duties. Private schools with specific educational aims should be promoted by the Government even if their socio-philosophical bases are outside the aim of educational planning. Representatives of out-of-school institutions (vocational education, adult education, educational television, correspondence courses) should be won over to an equal participation in public educational planning.

In a broader sense, the independent forces of the government are responsible for educational planning, especially when problems of quality are involved (school and college reforms). Here the responsible co-operation of independent professional and economic associations, including trade unions, is essential for planning and implementation.

In a stricter sense, it is the Government which should give the instructions and create institutional provisions for the co-operation of the following participants in educational planning: statisticians (statistics, estimates); economists (development of economy, manpower needs); governmental administration (organization, statutory laws, resources of public education); teachers, scientists, scientific organizations (instruction, training, research); and unions, churches and political parties (political targets).

The plans should be made by someone who is suitable as a catalyst to co-ordinate these very distinctive forces. As the Government itself represents special interests (administration, politics), it appears appropriate to entrust one or several independent institutions with the co-ordination of the subject and the drawing up of plans. It is important that this co-ordinating body be given instructions which are clearly defined and specific as to time limits, rather than too general and too comprehensive. Further, there must be a clear distinction between the professional and political authority in order to avoid a premature influence on planning by the naturally limited political possibilities.

A pattern for such a co-ordinating body does not exist in this form in the Federal Republic of Germany; however, there are two institutions established jointly by the federal and state governments: the Council of Science (Wissenschaftsrat) and the Educational Council (Bildungsrat).

The Council of Science was established in 1957 for colleges, research institutions and scientific compilations. This body is responsible for setting up an "overall plan for the promotion of science," designating the "most important points and the degree of urgency." The Council of Science is composed of 22 members, who are nominated in part by the independent autonomous organizations of science, and of an administrative commission of 17 representatives from the federal and state governments. Governmental planning for the "quantitative" expansion of college education is based on recommendations of the Council of Science. However, for the "qualitative" expansion (definition of educational-political aims), an institutional co-operation of the independent associations would appear desirable.

The Educational Council, which has not yet become operational, covers the entire educational system. This body has been charged with the drawing up of "plans covering the requirements and the development of the German educational system," as well as making suggestions for its structure and presenting recommendations for long-term planning on the various levels of education. This body consists of an 18-member educational commission and a governmental commission of 18 representatives from the federal and state governments as well as from the communities. The members of the educational commission are appointed by the governments; therefore, unlike the Council of Science, independent associations of the educational commission represent professional and political entities at the of the educational commission have both professional and political authority at the same time. Considering the significance of idealogical problems in education, the Educational Council cannot substitute for the immediate participation of independent associations in determining educational-political goals (requirements of cultural, economic and social life; structure of education; content of education, etc.).

B

The six planning stages listed in the WCOTP questionnaire are, in our view, less stages of planning than different tasks which will have to be accomplished by different forces. Before it will be possible to establish and clarify major educational aims and future educational targets, it will be necessary to undertake statistical research about the extent of existing educational facilities and manpower needs and to make systematic investigations with regard to the suitability of the existing facilities and the educational aims. Such investigations have just started in a certain number of fields. Only after the completion of this research will it be possible to assess the future social and economic development and its continuous control.

The participation of the AGDL as an organization at the start of governmental planning in education can, for the time being, take place only indirectly through its participation at public educational-political discussions and through its future influence on some members of the Educational Council.

In order to clarify major problems in education, since 1954 the AGDL has expressed its attitude in programmed principles and in 1962 presented a special plan for the reorganization of German education. The major aims of the AGDL include the following:

(a) Extension of the compulsory school time to nine years (AGDL prefers 10 years)

(b) Improvement of transitions from the primary school to the secondary school level

(c) Improvement of secondary education: the intermediate school (Hauptschule), the modern secondary school (Realschule) and the classical high school (Gymnasium); as well as sufficiently organized central schools in the countryside and concentration of the school network

(d) An increase in the number of promotion schools leading to the maturity examination

(e) A stronger differentiation on the high school level according to the talents of students

(f) Improvements in students' school results

(g) An increase in full-time vocational schools, especially higher technical schools and colleges of engineering

(h) An improvement of vocational education through an increase in the vocational extension schools and colleges leading to the maturity examination

(i) A material improvement in colleges (an additional 12 are planned for the next 10 to 15 years)

(j) Intensification of studies (study reform)

(k) An increase in and reorganization of the teaching corps to bring all educators to the college level

(l) The promotion of training through financial increases

(m) The increase of Government support for free adult education and vocational training

(n) The establishment of measures against the teacher shortage, such as assistants

(o) An increase in teachers' salaries

(p) Measures for acquiring education, school and vocational guidance

(q) Extension of educational research (the German Institute for International Pedagogical Research in Frankfurt and the Max Planck Institute for Educational Research in Berlin).

In the Federal Republic of Germany, plans for particular tasks as a whole exist only for the colleges. There are plans for the schools in some of the states.

The possibility of meeting the quantitative targets which have been set for increased enrolment and increased facilities to meet the expected needs of society depends primarily on the available financial resources and the corresponding administrative action, i.e. on the priority which the Governments and Parliaments give to improvement of education along with other competing tasks. The meeting of qualitative targets depends also on the willingness of the independent social forces, in particular the teachers' associations, to win and to educate their members. Such educational planning can only be achieved if our society recognizes that the improvement of education represents a vital investment for its cultural, economic and political life.

C

The educational-political situation in the Federal Republic of Germany is definitely characterized by the fact that in no other area is the authority of the Federal Government so small and the autonomy of the individual states (Länder) so strong. The states jealously protect their cultural autonomy. Even at each co-ordinating or financial participation of the Federal Government, the states are afraid to lose this nucleus of German federalism. The AGDL is a link which co-ordinates the educational autonomy of the states. The AGDL early developed its own concepts with regard to modern instruction and education (Congress of the Lehrer und Erzieher in Berlin in 1952).

Presently the AGDL does not intend to develop further plans to add to the already existing ones. The general dynamics of our society seem to be so turbulent that only the development of principles of a very general character seems to be the adequate approach to everyday problems.

For example, the AGDL has successfully developed the idea of a comprehensive school in rural areas (the so-called central or village community school). It was soon obvious that in such schools adequate differentiation among pupils was possible only if there could be two classes within each grade level. A little later we ascertained that such an isolated central school could only be operated effectively and profitably when established in a larger cultural centre. Only with a large library, a large sports area, and with facilities for adult education and vocational education connected with the centre can the target be fully reached and the material and personnel expenditures be profitably invested.

The provincial branches of the AGDL are taking an active part in all planning undertaken in the individual states. Sometimes they take the initiative and produce complete plans for development (ex. "The Big Plan for the State of Hessen"). In other cases such plans originate from governmental commissions. As a rule, responsible members of the provincial (Länder) associations take part in these commissions; however, they are not always specifically appointed as representatives of their associations. In this case the association publicly expresses its views about every detail of the commission's proposals.

Radio and television, as well as the press, never fail to ask AGDL spokesmen for their comments on educational problems. These discussions either deal with comments presented as a monologue, or with panel discussions. In such a discussion in front of broadcasting microphones, or under the television lights, representatives of our association, usually introduced as such, debate with other representatives, often of dissenting opinions.

Although it has not been customary to appoint official representatives of teachers' associations as such to the central boards and commissions in the Federal Republic, it should not be concluded that the AGDL has stood outside in the discussions. An essential reason why governments and ministries hesitate to appoint official representatives of teachers' associations is the fact that there is wide splintering in the teaching profession. Although the AGDL (Gewerkschaft Erziehung und Wissenschaft with 100,000 members, Bayerischer Lehrer und Lehrerinnenverband with

25,000 members) is by far the largest teachers' organization in the Federal Republic, there is a large number of other teachers' organizations which, either as representatives of certain teaching categories or for religious reasons, are not yet ready to join a large collective association. There may also be governments and ministries who use this argument of the splintering of teachers only as a pretext. There are also some which would not want an official participation of the organized teaching profession if there were only a single large organization.

With the era of planning also started a period of objectivity, of scientific research, and along with it a "de-ideologization" of educational-political problems. It is quite possible that from now on we will need considerable technical means (statistics, computers, etc.) to be on an equal footing in discussions. The teaching profession is in no position to raise these means alone. This changes the role of teachers in educational planning considerably. It will be worthwhile to examine this process more closely.

United Arab Republic

UNITED ARAB REPUBLIC TEACHERS' SYNDICATE
B-35, English

Historical Background of Educational Planning in the U.A.R.

The concept of planning may be considered recent in our country. It characterizes the revolutionary attitudes which have prevailed since 1952, and which aim at establishing and enforcing the principles of a democratic, socialist society. Yet the roots of educational planning grew parallel to the growth of our system of education in the 19th century. The evolution of such a system stemmed from the needs of the society at that time. The system was planned to provide the power required for the development of a strong army with all its needs in the areas of engineering, medicine, construction, etc. Such a relationship between the structure of an educational system and the demands of the society at that time proved the existence of one kind or another of planning.

Since then, the concept of planning has become more and more clarified and understood by those responsible for education in our country, with the result that the system has undergone much improvement and development which went side by side with the change in all aspects of the society. Since 1952 new trends in planning have been introduced, and the concept of comprehensive continuous planning encompassing all areas of social and economic life has been well established. In 1955 special Government officers and departments came into being and the five-year plans were embarked upon to make a new era in educational planning.

The Revolution has laid down principles according to which steps for future achievements are designed and planned. The objectives at which we aim emphasize provision of equal opportunities for every citizen to pursue the kind of education which can best suit his potentialities in order to partake in all services offered by the Government and to occupy a job conforming with his abilities and education.

Objectives aimed at also include raising the standard of living, diminishing social differences among classes, improving village life to bring it nearer to city life and building up an industrial structure which would help increase our national income.

To fulfil those aspirations, the Government has set a complete plan of which education is an integral part inherent in the process as a basic instrument for its success.

Educational planning in our present society faces two challenging situations: the immense continuous growth in population and the increasing wish of the enlightened public to pursue schooling to the furthest possible degree. Besides, our educational system has to keep up with the responsibilities placed on our shoulders by the leading position we occupy among the Arab States and the African countries.

The Present Educational Plan in the U.A.R.

Within the framework of priorities, within the country's potentialities, and in accordance with the overall comprehensive Five-Year Plan of 1965-1970, we have constructed our educational policy to provide for an integral system of general education preceding the university level and comprising three stages totalling 12 years of free public schooling for our children.

The three stages are:

(a) Primary stage--six years of compulsory free education for all the children of the country from the age six to 12.

(b) Preparatory stage--following the primary school and accepting pupils at the age of 12 up to 15. Education at this stage is free but not compulsory and is based on a three-year unified school providing general knowledge blended with practical experiences in different areas of production.

(c) Secondary stage--a three-year free school following the preparatory stage. It encompasses youth from the age of 15 up to 18. Schools at this stage differ in purpose and organization, and in the material and experiences they offer. On this stage rests the real responsibility for preparing the skilled manpower needed for economic and social development.

New Trends in Our Present Educational Plan

In organizing our educational policy, the plan stresses trends such as universal compulsory education in the primary stage for all the children of the nation. Such education is considered the minimum basic general knowledge every citizen should get. At the same time, the plan is designed to meet the continuous growth in population beside compensating villages and desert areas for any neglect they might have suffered in the past. In the First Five-Year Plan which ended 1965 we had about 77 per cent of the children of compulsory school age in schools. The second Five-Year Plan beginning in 1966 aims at increasing this percentage to 92 by the end of 1970.

Equal fair opportunities are provided for children to pursue their education beyond the compulsory stage if their abilities and potentialities enable them to do so, and within the limits of the educational comprehensive plan. Education at the preparatory level is general in nature. It is a continuation of the basic general knowledge which began in the primary stage, blended with practical experiences in various fields of production.

The plan provides for expanding preparatory education gradually and widening its scope until the time comes when this stage becomes compulsory.

The plan also provides for variation of schools in the secondary stage, as it is at this level that skilled manpower needed for economic development is prepared. We have general secondary schools, technical secondary schools (industrial, agricultural and commercial) and teacher training schools. Students are encouraged to join technical schools and teacher training schools, with the aim of limiting the number of students who wish to attend general secondary in the hope of proceeding to the university.

Certain types of secondary schools which prepare and train personnel for certain activities of economic development are encouraged. Such schools provide the society with its needs in the areas of nursing, tourism, hotel service, clerical work and the like. Local authorities and private organizations are called upon to create such institutions, which contribute to raise the standard of living for individuals and help increase the national income. The sector responsible for private education is also expanded to encompass more of our youths who have finished the preparatory stage.

The plan includes conducting complementary classes and courses for pupils who have completed compulsory education but have not joined preparatory schools. The courses are both general and practical, aimed at helping the young to face life equipped with some experiences in different activities which prevail in their community.

At the same time, the present plan provides for establishing training centres for pupils who have finished their preparatory education and have not been admitted to secondary schools. This sector of our youth constitutes the real working power on which production depends, as they are of labour age.

Preparing and training the teaching personnel and the administrative and supervisory staffs that can effectively carry out the educational plan is another important factor. The policy also includes the numbers required by the Arab States and the African countries. The qualitative side is of great importance as it will result in improving the product of the educational process and increasing its effectiveness.

The Second Five-Year Plan involves details for every educational project and its needs in terms of buildings, equipment, educational materials, staffs, programmes, etc. The plan also takes into consideration the numbers of pupils admitted every year at every level of schooling for the next five years. Thus the expansion includes both the scope and content of education in quantity and quality.

Preparing the Plans

Before setting the plan, research and study are carried on to obtain the necessary information and data. Other aspects of social life which are related to education and effect its process are studied too.

After gathering all the needed statistics and sorting them, reports are prepared for suggesting the educational projects which may be carried out during a certain period. These suggested projects are submitted to the staffs responsible for preparing the plans to discuss them with experts in specialized committees where all concerned in education are represented, from the teacher to the administrator and the supervisor.

These committees prepare and recommend from among the reports the tentative projects which will be included in the plan. These tentative projects are then studied by a higher committee for planning representing authorities in the Ministry of Education, universities and other educational institutions, together with representatives of different sectors of the society. When the projects are approved, they become effective and are sent to different departments to prepare in detail the requirements needed to carry out the projects in terms of buildings, staffs, curricula, equipment, auxiliary services, etc. All these requirements should be organized in a way that ensures a high degree of co-ordination and integration.

As the Ministry of Education is the central organization which is conducting all affairs of education below the university level in the U.A.R., it is considered the sole agency responsible for setting the final plans for all types of education at that level.

In the Ministry of Education there is an under-secretary of state responsible for all operations of planning. Under his supervision are several departments, each responsible for planning at a certain level for a certain sector. The departments include experts in areas of school administration, curriculum construction and development, teacher preparation and training, instructional materials and aids, pupil personnel and affairs, etc.

Planning staffs seek the help and co-operation of committees organized at different levels to study certain aspects of education. Also, the local sections in the Educational Zones provide the basic data on the community level and give a real picture of the actual needs. The suggestions of these local sections are considered the initiative steps for educational projects.

Capping all this is a higher planning committee in the Ministry of Education representing all educational agencies, industrial establishments, social organizations, laymen and any other sector interested in education. At this committee level the plans are finally discussed and approved.

The Role of Teachers and Teachers' Associations in Planning

The teacher, who is the real executer of all programmes and plans, is, at the same time, the first person who suggests their revision and reorganization to suit the ever-changing society and the needs of the pupils at different stages of growth.

The teacher, through working out the plans, participates in their establishment and at the same time sets new trends for the future; for it is through follow-up and evaluation of the existing plans that steps for further development are set.

The teacher gives his opinion on the courses he is teaching and in the subject matter they include, on the textbooks the pupils are using, and on the time table which the school sets for the distribution of work and activities.

The initiation of any educational project starts always in the school by the teacher, who through reports and studies sets the first move. The planning sections in the Educational Zones convey local opinions and wishes to the concerned departments in the Ministry of Education. Also, the supervisory personnel and the follow-up staffs form the link between teachers in the classrooms and planners in the Ministry.

The teacher has a direct role in planning, for, as mentioned earlier, no project ever passes without discussion and careful study at all levels by all concerned. Study and discussion always begin first with the staffs responsible for preparing the tentative plans and end with members of the Higher Committee for Planning. The initial studies are made by teachers together with community representatives. The committees which develop at later stages of the study depend on teachers for most of the work, as they are the main group who actually perform real educational tasks. Teachers are represented in all planning committees at all levels and take an important part in the process.

The ultimate objective of the Syndicate is to serve the teaching profession. It works at improving the standard of teachers, professionally and materially, and at helping them to grow and to raise the degree of their effectiveness.

The Syndicate also aims at improving the educational operations themselves, and ensures that education really faces the needs of social evaluation and keeps pace with other advanced areas in life.

The Syndicate makes possible co-operation with other associations, teachers' unions and any organization working for the same noble purpose. All associations in the Arab countries are joined together in a union for Arab teachers.

Through all these activities the Syndicate exercises influence and has a direct effect on educational planning. Such activities guide the steps of educational development in the future.

What is of great influence in planning are the educational conventions held by the Syndicate on the Arab national level to study and discuss certain issues in education. The most recent of these conventions was the one held in Alexandria in August 1965 on "Improving the Teaching of Science in the Arab World." A careful analysis of the recommendations and resolutions made by the member States shows the important effect the results of this convention have on educational planning now and in the future. Directly after the convention was held, concerned departments in the Ministry of Education and in the Education Zones held meetings and formed committees for revising the curricula of science in the preparatory and the secondary schools. These curricula were developed after their revision to comply with the recommendations of the convention and are going to be instated in schools right after they are approved. No doubt following this step, the textbooks will be developed accordingly, and so will methods of teaching and activities.

Another side of the Syndicate's influence on planning for education is the direct participation it makes in preparing the studies needed for, and analyzing the resolutions issued by, the conferences held for the development of certain areas of education. Examples of these are the conference on the Improvement of Primary Education held in Cairo in July 1963, and the Conference on the Development of Teachers' Education held in Alexandria in August 1965. In both conferences the Syndicate presented its own points of view, which were of great importance and which actually affected the system of preparing and training teachers for the primary stage, recruitment of these teachers, means of keeping them on the job, and methods of developing them into public leaders ready to serve their community.

The field where the effect of the Syndicate is most apparent is that of primary education, where planning is directed towards pupils' health and nutrition, towards their social well-being, the auxiliary services offered to them, and the role of Parent-Teacher Associations. The effect of the Syndicate on educational planning does not stop at the mentioned activities, however. The eminent group of learned men, educators and administrators, who form its board and membership provide a continuous source of studies and research on the most recent trends in education. Thus the Syndicate is able to suggest and direct educational development in the future on scientific bases.

An activity which is far-reaching in its effects, though indirectly, is the monthly magazine El Raid issued by the Syndicate. On the pages of this educational magazine new concepts and changes are recorded to pave the way for development and to channel it into areas consonant with what is happening in our Arab Society especially, and all over the world generally. Moreover, the magazine enables the different points of view to come together, and acts as an open window through which educators have a look at recent trends and efforts in their specialized fields.

It should not be forgotten that the Syndicate is the organization which represents teachers, and as such has an effective role to play in planning for education. The Syndicate is the place where teachers gather to discuss their problems and to solve them. Above all, teachers are the people who are actually responsible for the educational process, as they have in their guardianship the real agents of the schools, the pupils, for whom planning is designed.

Conclusion

Educational planning in the future directs its attention to the following:

1. Although we fully recognize planning as the basic instrument for developing education, we realize that it is not enough for improving education to establish schools, to set plans, to construct curricula and programmes, to project future change and design to face it, unless these are accompanied by preparing an adequate teaching staff to carry out the plans at all levels. The teaching staff should be formed of personnel highly prepared and qualified, persons who really have faith in their job and who are encouraged to keep it and grow in it.

2. Planning for every level of the educational system should be followed by in-service programmes designed to train the suitable numbers of teachers who can fully and effectively execute these plans. In-service training for teachers is as important as teacher preparation.

3. People responsible for planning should be more enlightened on the importance of teacher participation in the planning of the educational process directly and

actively. Teachers should play their role in organizing education and directing its steps through their associations and organizations, as well as through the jobs they hold.

4. Educational planning should be in the hands of highly qualified staffs. Personnel engaged in its operations should be specialized in certain aspects, and should be kept up to date with recent trends in their area of specialization and in other areas having to do with social and economic changes which have immediate implications on planning for education.

World Confederation of Organizations of the Teaching Profession
1330 Massachusetts Avenue N.W., Washington, D.C. 20005, U.S.A.